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ABSTRACT

The management of universities in Austria, Germany, and the Netherlands was studied as part of a 1979 survey of the present and future trends of university management in Europe. The survey addressed the organization of the university and its administration, the structure and process of decision-making, and the opinions of students, teachers, and administrators. Central issues of the study were as follows: the demand for education in view of demographic swings and pressures on behalf of particular interest groups; new legal requirements and restrictions; public accountability; the increase in the number and sizes of universities and the major effect upon university management; effects of economic uncertainty; the complexity of universities from the viewpoint of management; problems for management resulting from the breaking up of firm consensus which held together the universities in former years; changed relations between management and employees; and pressures to increase productivity. The survey questionnaire contained the following six sections: basic facts on the institution, organizational system of the institutions, decision-making system, administrative system, opinions about issues and problems in university management in the last decade, and development of university management. Information is presented on data collection, basic facts on the institutions visited, and higher education in the countries visited. Appended materials include information on the structure of universities in the countries visited, data on administrative personnel, and summary data on the opinions of respondents. (SW)

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PROGRAMME ON INSTITUTIONAL MANAGEMENT IN HIGHER EDUCATION

SURVEY OF THE STATE-OF-THE-ART AND LIKELY FUTURE TRENDS OF UNIVERSITY MANAGEMENT IN EUROPE

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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PROGRAMME ON INSTITUTIONAL MANAGEMENT IN HIGHER EDUCATION

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AUSTRIA-GERMANY
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Ignaz B e n d e r Wolfgang H e n n i n g

Trier, January 1980

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1. Introduction

In April 1969 OECD called together experts in the field of university management for a conference on 'University Planning and Management Techniques' with the aim to describe the state-of-the-art of university planning and management techniques.

The conference stated:

'The remaining problems of determining institutional mission, of reducing unit costs without lowering the quality of the output, of more efficient planning and coordination of research activity, of devising curricula of continuing relevance, of harnessing the technology of education and of continuously adjusting their activities to meet the changing needs and circumstances, cannot be resolved without changes in management styles of universities'.[1)]

In the same year, OECD started a Programme on Institutional Management in Higher Education. Now, ten years later OECD is interested to evaluate the situation of University Management in Europe. Hence they decided to initiate the "Survey of the State-of-the Art and likely Future Trends of University Management in Europe" in 1979. Reports of this survey exist in four different versions, three Area-Reports and a common Final Report.

1.1 Objectives of the Survey

The objectives of the survey were as follows:

1) G. Lockwood: University Planning and Management Techniques, OECD, Paris, 1972

- to study recent development in the structure and the practice of university management in a sample of European universities
- to compare that development with North American experience in respect of techniques and practices
- to provide information and views as a basis both for discussion across national boundaries and for the launching of more detailed studies in some of the selected countries and institutions

In these respects the survey deals with the organisation of the university and its administration, the structure and process of decision-taking, the opinions of people being subject or object of university management.

Several 'key areas' were identified to describe the problems which it was assumed the survey would confront. These 'key areas' are existing problem-variables which create new problems for university management. They are also a kind of hypothesis for the findings and the outcome of the survey:

- Demographic swings have been significant in influence and have been exacerbated by inaccurate predictions and by pressures on behalf of particular interest groups (demand profile)

- Lots of new legal requirements are being imposed on the universities and create new problems (new legal requirements and restrictions)

- The demand for the university to be more detailed and open in its accountablity to the public has developed considerably (public accountablity)

- The increase in the number and sizes of universities had

major effect upon university management (scale)

- Effects of economic recession had negative consequences on both private and state universities (effects of economic uncertainty)

- Rapid growth during the past decade and implementation of new structures have made the universities more complex from the viewpoint of management (complexity)

- The breaking up of the firm consensus which held together the universities in former years has created major problems for the management (internal cohesion)

- Changes in working conditions, improvement in career possibilities and other demands of the employees have changed the nature of the relations between staff and management (management/employee relations)

- Pressures to increase the productivity of each input have magnified as the scale of operations have required more investment and as national economies have suffered from inflation (productivity)

The objectives and the description of the 'key-areas' show that this survey cannot solve the problems of university management, but the description of problems makes it easier to solve them. The survey is a first step in the field of a European-wide comparison of problems and issues of university management and administration.

1.2 The Recording Instrument

To guarantee a common operationalisation of the objectives and to ensure the comparability and reliability of the data, the project team decided to work out a questionnaire to be used in common across all the institutions visited, a standardised recording instrument. Most of the difficulties designing such a questionnaire were created by the differences in the national systems of education and higher education and the fact that sometimes few information existed about the special situation in a country or in a university. Severe time pressure hindered the team to be more perfect. In spite of this, the project team tried to make the questionnaire applicable to as many specific country systems as possible, but there was no opportunity to improve the questionnaire by testing it in advance. After a final English version had been produced, the questionnaire was translated into French, Italian and German for appropriate use in the selected countries.

The French and the German translations were arranged by the project team-members. The comparability and reliability of the data gathered with different language-questionnaires is not materially affected.

Taking the 'key areas' into account, the questionnaire was set up in six different sections:

- Basic facts on the institution (Section 1)
- Organisational system of the institutions (Section 2)
- Decision-making system (Section 3)
- Administrative system (Section 4)

- Opinions to issues and problems in university management in the last decade (Section 5)

- Development of university management (Section 6)

The most serious problems for the comparability and reliability derive from the data collecting method in Section 5 and 6, which was done by interviews. Although the questions in the recording instrument were discussed during its design and their interpretation was defined in several project team meetings, there is the possibility of interviewer bias, especially since the 450 or so interviews were done by 5 different persons. But, on the other hand, the importance of these facts should not be overestimated.

1.3 Concept of Data Collection

After the description of the objectives of the survey it was obvious that the recording instrument would finally be a 30 to 40 page document. The initiators felt that the participating institutions in the sample of European universities would be overburdened to fill out a questionnaire of that size by themselves.

It was therefore decided to carry out the study as follows:

There were formed three 'Sub-teams', one was situated in Brighton/England at the University of Sussex, responsible for Great Britain, Ireland and Scandinavia, one was situated in Louvain-la-Neuve/ Belgium at the Catholic University of Louvain-la-Neuve, responsible for Belgium, France, Switzerland and Italy and the third Sub-team, situated at the University of Trier, Germany, was responsible for

Germany, the Netherlands and Austria.

In respect of data collection the Sub-teams were trying to answer as many of the recording instruments questions as possible with the help of published literature, and later on completed the questions and the requested opinions in Section 5 and 6 in two-day-visits to each of the participating institutions.

1.4 Personnel of the Sub-team

- Coordinator for the Netherlands, Austria and Germany:
  Mr. Ignaz Bender, Kanzler of the University of Trier

- Research Assistant:
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2. Data Collection

The first chapter explained the reaso s why the Sub-team went to visit the selected universities for two days each, to complete the appropriate parts of the questionnaire with the relevant persons.

2.1 Participating Institutions

The following 17 institutions of higher education were visited in March, May and June 1979 in the three countries Germany, the Netherlands and Austria:

1. University of the Saarland at Saarbrücken (W.-Germany)	13. - 15.March
2. University of Karlsruhe (W.-Germany)	21. - 23.March
3. Free University of Berlin	26. - 27.March
4. University of Hamburg (W.-Germany)	29. - 30.March
5. Catholic University of Nijmegen (the Netherlands)	7. - 9. May
6. Agricultural University of Wageningen (the Netherlands)	10. - 11. May
7. University of Leiden (the Netherlands)	14. - 15. May
8. Technical University of Twente at Enschede (the Netherlands)	17. - 18. May

9. University of Linz (Austria)	28. - 29. May
10. Technical University of Graz (Austria)	30. May - 1. June
11. Ministry of Science and Research Department of Planning and Statistics at Wien (Austria)	5. - 6. June
12. University of Erlangen-Nürnberg (W.-Germany)	5. - 6. June
13. University of Wien (Austria)	7. - 8. June
14. University of Applied Arts at Wien (Austria)	11. - 12. June
15. Veterninary Medicine University of Wien (Austria)	13. - 15. June
16. Technical University of Aachen (W.Germany)	Various May - June
17. University of Trier (W.-Germany)	Various May - June

2.2 Representativeness of Sample

As far as the representativeness of the sample of selected institutions in the countries Germany, the Netherlands and Austria is concerned, it has to be stated that this selection was made by experts in the field of university management in the respective countries.
Talks with administrators and academic staff in the participa-

ting institutions concerning the representativeness of this sample led to the conclusion that, taking into account the limited resources of time and money in the survey, the sample has to be considered interesting and reasonable.
The organisational structure of the selected institutions had a kind of model character for a certain type of institution in the respective system of national higher education. In Germany, for example, the selected institutions were IMHE-member-institutions, in majority universities with more than 10,000 students and a president at the top.
While the qualitative representativeness of the sample is satisfactory, the quantitative representativeness is as follows:

Country	Number of institutions visited	Percentage of total amount of higher education institutions
Netherlands	4	30 %
Austria	5	22 %
Germany	7	13 %

2.3 Interviewed Persons by Functions

In section 5 and 6 of the questionnaire several persons from different parts of the institutions were to be interviewed about their personal opinions concerning various problems and developments, changes and tendencies in their institutions in the past decade.

The functions[1] of those persons were the following:

- Head of the institution (1)
- Head of administration (2)
- Chief financial officer (3)
- Chief of planning department (4)
- A representative of professors (5)
- A representative of lecturers (6)
- A representative of auxiliary staff (7)
- A representative of students (8)

The interviews with participants usually lasted between 45 and 60 minutes.

Because of the time pressure of the two-day visits to the institutions, it was not always possible to cover the whole range of persons. Nevertheless the Sub-team was able to record almost 90 % of the required interviews. The following table shows how many interviews could be made:

Institutions	1	2	3	4	5	6	7	8
University of Saarbrücken	x	x	x		x	x	x	x
University of Karlsruhe	x	x	x		x	x	x	x
Free University of Berlin		x	x	x	x	x		x
University of Hamburg		x	x	x	x	x	x	x
University of Erlangen-Nürnberg	x	x	x	x	x	x	x	x
University of Trier	x	x	x	x	x	x	x	x
Techn. University of Aachen		x	x	x	x	x		
University of Nijmegen	x	x	x	x	x	x	x	x
Agriculutral University of Wageningen	x	x	x	x	x	x	x	x
University of Leiden	x	x	x	x	x	x		x
Techn. University of Twente	x	x	x	x	x	x	x	

1) In most universities visited the (3) and (4) also had responsibilities for maintenance; the auxiliary staff representative (7) most y was working in decentr. admin. post

University of Linz	x	x	x	x	x	x	x	x
Techn. University of Graz	x	x	x	x	x		x	x
University of Wien	x	x		x		x	x	x
University of Applied Arts at Wien	x	x	x		x		x	x
Vet.-med. University of Wien	x	x	x	x		x	x	x

(Columns refer to numbers in table above)

2.4 Further experience of the visits

Concerning the general experience of the visits, the Sub-team would like to state the following:

All visits were realised to the satisfaction of the Sub-team and we hope also to the satisfaction of the institutions visited. While at the institutions in the Netherlands and Austria there was a friendly climate of co-operation, one has to say that in Germany, with the exception of the universities of Saarbrücken and Erlangen-Nürnberg, the institutions visited showed more scepticism towards the survey, but that did not lead to any serious trouble. Usually the reservations of the persons to be interviewed concerning the outcome and the methods of the study could be met with some further explanations about the survey and its objectives.
In general we think that the visits also contributed in a certain way to bilateral understanding and exchange of information, that went beyond the pure data collection of the State-of-the-Art survey.

3. Basic Facts on the Institutions Visited

The following paragraph reports on structural data of the institutions visited, gathered in the first section of the recording instrument. This structural data is summed up on page 16 in Table 1.

3.1 Foundation, Status and Subjects/Disciplines

Concerning the age of the participating institutions, the sample covers a wide range: There are older institutions with long tradition in management and there are newer ones, founded in the 'Higher-Education-Boom' at the beginning of the sixties.

As far as the status of the institutions is concerned, all of them are universities, including the University of Applied Arts in Wien (Hochschule für Angewandte Kunst, Wien).

35 % of the institutions are specialised in certain fields, three in technical sciences, one in agriculture, one in applied arts and one in veterinary medicine.

The universities which did not indicate any specialisation, do not in all cases teach the whole range of academic disciplines, but a reduced number, (e.g. Humanities and Social Sciences; Social Sciences and Engineering; Humanities, Social Sciences and Engineering; etc.).

3.2 Student Numbers and Personnel

The student numbers of the participating institutions range

from more than 3[illegible],000 (University of Vien) to 765 (University of Applied Arts in Wien), the academic staff numbers from more than 3,600 (Free University of Berlin) to 269 (University of Applied Arts in Wien) and the numbers of auxiliary staff from more than 10,000 (Free University of Berlin; including auxiliary staff in academic hospitals) to 55 (University of Applied Arts in Wien).

The worst ratio of students per academic staff member was found in German universities with an average of 11.7 students per academic staff member, the lowest in the Netherlands with 6.3 students on the country average. A ratio of 10.2 students per academic staff member was found in Austrian institutions.

3.3 Sources of Financing and Percentage of Annual Budget spent on Personnel

The participating institutions in the three countries are financed by the State to an extent of 92 % on the average, excluding research grants. The German universities are slightly below that average with 85 %, the Dutch universities are slightly above it with 94.7 %, and the Austrian universities are financed by the State to an extent of 96.2 %.

The universities receive research grants to an extent of 6.4 % of their annual budget on the average across the Area: 10.4 % in Germany, 4.9 % in the Netherlands and 4 % in Austria on the average.

Students fees appear in the Area to be quite unimportant for the financing of the institutions visited. (In Germany for example, universities are not even permitted to demand fees from their students.)

Across the Area universities spent 73.3 % of their annual budgets on the financing of their personnel. German institutions spent 68.2 % on personnel expenditures on the country average, Dutch institutions 76.8 % and Austrian institutions about 75 %.

In Austria the personnel is paid directly by the government. For that reason it was not possible for all institutions to relate the sum of the annual personnel expenditure to their annual budget. They were unable to obtain the respective figures from the state.

Generally it has to be stated that the data required in section I of the questionnaire could not be obtained from the regular statistics in most institutions, but had to be calculated by combining them.
Certain data in some institutions were not available at all.

Besides that absence of statistics it was a problem to obtain flow-charts of the process of creating an annual budget in most institutions, while charts of the structure of academic and central administration existed all over the Area.

Table 1

Basic Facts on the Institutions visited

	Foundation	Status				Subjects/Discipl. (Taught to highest level)						Student Numbers	Staff			Sources of Financing					Percentage of Annual Budget spent on Personnel in 1978
		University	Non-University	Non-specialised Inst.	Specialised Institution	Humanities	Social Sciences	Natural Sciences	Engineering	Medical Science	Agriculture		Scientific Staff Numbers	Other Staff Numbers	Total Staff Numbers	Federal Government	State/Local Gov.	Research Grants	Student Fees	Other	
U Saarbrücken	1948	x		x		x	x	x	x	x	-	13.429	956	1.067	2.023	2	88	10	-	-	79
U Hamburg	1919	x		x		x	x	x	x	x	-	32.137	1.599	1.692	3.291		87	11	-	2	62.4
FU Berlin	1948	x		x		x	x	x	-	x	-	36.496	3.612	10.436	14.048	34.5	34.5	27	-	4	68
U Trier	1970 *)	x		x		x	x	-	-	-	-	3.469	248	306	554		92.3	6.7	-	-	87.3
U Erlangen-Nürnberg	1743	x		x		x	x	x	x	x	-	17.320	1.973	3.179	5.152	-	95	5	-	-	61.7
U Karlsruhe	1825	x		x		x	x	x	x	-	-	11.613	1.479	1.936	3.415	7	76.2	15.7	-	1.1	79.7
TH Aachen	1870	x			Techn.	x	x	x	x	x	-	24.264	3.376	4.662	8.038	1.2	78.1	20.7	-	-	39.3
AU Wageningen	1918	x			Agri.	-	-	-	-	-	x	5.662	1.581	345	1.926	92.6	-	3.6	1.4	2.4	81.4
U Nijmegen	1923	x		x		x	x	x	-	x	-	17.800	1.998	1.803	3.801	92	-	7	1	-	77.1
TH Twente	1961	x			Techn.	x	-	x	x	-	-	2.532	554	814	1.368	98	-	2	-	-	73
U Leiden	1575	x		x		x	x	x	-	x	-	16.137	1.943	1.783	3.726	92	-	7	1	-	75.8
VU Wien	1908	x			Vet.	-	-	-	-	x	-	1.262	328	335	663	95	-	5	-	-	-
AA Wien	1941	x			Arts	x	-	-	-	-	-	765	169	55	234	100	-	-	-	-	-
U Wien	1365	x		x		x	x	x	-	x	-	58.682	2.405	1.393	3.798	95	-	5	-	-	-
TU Graz	1864	x			Techn.	-	-	x	x	-	-	4.804	546	377	923	96	-	4	-	-	75
U Linz	1966	x		x		x	x	x	-	x	-	1.706	255	189	444	95	1	2	-	2	77.3

*) refoundation of a medieval university founded in 1473

4. General Remarks on Higher Education in the Countries Visited

4.1 Germany

In the Federal Republic of Germany educational affairs are mainly in the competence of the individual states ('Länder'), according to the fundamental law ('Grundgesetz').
Since a constitutional amendment in 1969 (Article 91) the federal government has got some further competences in the field of university planning and building. In addition to this there are activities to unify the higher educational system with the help of contracts between the federal and the state governments. In these contracts the costs are shared between federal and state government, normally fifty - fifty.

In 1973 the admission of students to universities was regulated on a common basis all across the country, according to an advice of the federal constitutional court of 1972.
A central admissions office (ZVS; in Dortmund) was created to allocate study places to applicants.
The number of students in faculties with limited study places (numerus clausus) is calculated with a common formula all across the Federal Republic, based on physical facilities (buildings), teaching staff, laboratory places, teaching duties and other factors.
The places to study are allocated to the applicant's local preference as far as possible.

Other examples of jointly financed activities between the federal and the state governments are university construction, educational planning and research grants.

The legal basis of today's universities are the 'Framework Act for Higher Education' of the federal parliament (Hochschul-

rahmengesetz; first proposed in 1970) and the corresponding 'state University Acts' of the state parliaments of 1977 - 1979.
These acts describe the tasks of the universities, the personnel, the organisation, the participation in committees, the procedures in these committees, the student organisations, etc. There is left few competence for a university constitution.

In the Federal Republic there are three different types of institutions of higher education:

- Universities (including technical universities)
- 'Fachhochschulen' (polytechnical colleges)
- Comprehensive universities (a combination of both)

Universities are institutions that take care of science and arts and contribute to their development through research, teaching and study. These institutions have the ability to offer academic degrees at the highest level, i.e. 'Diplom', 'Magister', 'Doktorgrad' and 'Habilitation'. Basic courses to a first qualification last eight terms (4 years), although the actual duration differs from subject to subject and is sometimes a lot longer.

'Fachhochschulen' are a kind of polytechnical colleges or social science orientated institutions, with shorter and less theory-orientated courses than universities. They were created throughout the country in 1970/71 from the former engineering colleges and various other academies. Apart from that there are teacher training colleges, art/music colleges and theological colleges.

The 'Framework Act for Higher Education' introduced the possibility to integrate both types of higher institutions, the

university and the 'Fachhochschule' and thereby create a new type, the comprehensive university.

In Germany there are 153 institutions of higher education, 63 are universities or university level institutions (e.g. Technische Hochschulen) and 90 are other institutions such as teacher training colleges, arts/music colleges, polytechnical colleges etc. All these institutions are financed by the state to an extent of almost 100% of their current expenditure, whilst the federal government pays half of the capital costs. The other half is paid by the state.
The research associations such as the 'Deutsche Forschungsgemeinschaft' (German Research Association; DFG) and the 'Max-Planck-Gesellschaft' are also jointly financed by the money of the federal and the state governments. Research foundations such as 'Volkswagen' and 'Thyssen' are financed by private industries.

Laws regulate the co-operation of the universities and the states in the fields of study and examination rules, of introduction, changes and suspension of subjects and research institutes, of higher education planning and of election procedures.

According to the 'Framework Act of Higher Education' universities have an elected head, a president or a rector, who generally is responsible for the management of the university as a whole and for the submission of annual reports. In some institutions this managerial responsibility is shared by a team of president/rector, vice-president/pro-rector and the head of administration. The head of the institution, or the 'top-team', is elected by the superior council of the institution. The head of administration only is elected in Baden-Württemberg and Schleswig-Holstein.

Requirements for eligibility to the head of institution are an academic degree and longer experience in a university, in public administration, in private management or at court.

All groups at the institution are represented in the bodies elected for various purposes in free and secret vote: professors, lecturers, students and auxiliary staff. On all boards dealing with questions of research, qualifications or appointments of professors the majority of votes must be held by professors.

The basic managerial unit of the university is the department (Fachbereich) or the faculty (Fakultät). Its board is in general chaired by an elected professor, the dean (Dekan; Fachbereichssprecher), whose tasks are amongst others to execute the decisions of the board. Many universities, particular older ones, realise their basic managerial work in institutes, seminars etc.

On the central level there exist -besides the head of institution or the 'top-team'- two committees, the academic senate, responsible for academic and principle administrative matters, and the university council, responsible for the university's constitution, the election of the president/rector or 'top-team' and the discussion of the president's/rector's annual report. Both committees only consist of university members.

Concerning the appointments of professors it is noticeable that vacancies have to be advertised in public. Although the actual appointment of the professor is made by the state authority, the universities have the right to submit proposals to the state. These proposals are made by the department/faculty board and commented by the academic senate. The proposals are prepared by a special appointment committee.

The head of the central administration, which is in charge of

of the day-to-day management and administrative tasks, is responsible to the president/rector and the ministry. All State University Acts require the head of administration to have the same qualification as a judge at court.

4.2 The Netherlands

The higher educational system in the Netherlands has two branches, scientific higher education and higher vocational education (hoger beroepsonderwijs).

The latter leads to advanced positions in working life and therefore the programme includes many practical subjects. In contrast, the scientific institutions of higher education have more theoretical curricula and contribute with their research to the development of teaching.
Excluding the theological institutions of higher education, there are 13 universities in the Netherlands; 9 are state universities and 3 are private, but the State also has control rights on certain matters (financing, planning, examination); one institution was a municipal university (Amsterdam).

In the higher vocational sector there are over 350 institutions, mostly small ones with up to 500 students, and often private. These schools include sociopedagogical and teacher training colleges as well as schools of agriculture, business and arts.

Concerning the admission to the Dutch higher education, vocational institutions could always restrict their admission quota. Universities have to respect the registration of

Student Authorisation Act, saying that in overcrowded faculties, (e.g. medicine, dental medicine, biology, pharmacy, agriculture) applicants who did not get a place of study right away, could apply for one in a lottery system, where a certain amount of places was allocated by chance.

Both higher education and higher vocational education institutions are financed by the state, no matter whether public or private. The annual budget is granted to the individual institution in two parts: the more global budget and the more detailed budget. Besides demands a mediate-term forcast (5 years) of financial development is extrapolated each year, which is used as basis for the ministers to prepare the general financial schedule.

The student revolts of 1968 and 1969 were answered by a law on Reform University Management (Wet Universitaire Bestuurshervorming; WUB) in 1970. Lecturers, students and non-academic staff were given the right to participate in decision-making on various levels of university administration.

While in the Netherlands agricultural institutions of higher education are under the jurisdiction of the Ministry of Agriculture and Fisheries, universities and technical hogeschoolen are under the control of the Ministry of Education and Science.

The 1970 law (WUB) imposed decentralised and democratic structures upon the universities and hogescholen.

The superior body of the university is the council, with up to 40 members; one sixth of these members are external. In public institutions they are appointed by the ministry, in private institutions by the founding organisation. The council has a board of governors (College van Bestuur).

Tasks of the university council are:

- to regulate and administer the affairs of the university as a whole;
- to design the budget and supplementary budget;
- to lay down administrative regulations governing in brought outline the entire organisation of university administration;
- to lay down election regulations;
- to draw up the development plan and the financial schedule;
- to lay down guidelines for the organisation and co-ordination of teaching and research;
- to look after the interests of students.

The board of governors (College van Bestuur) is responsible for the day-to-day management. Two of its five members are elected from amongst the academic staff and two are appointed by the ministry, or in case of private institutions, by the founding organisation. The fifth is the 'Rector Magnificus'. In smaller institutions the board of governors sometimes only has three members.

At the intermidiate level universities have faculties, whilst hogescholen have departments, with a council and an executive board, whose chairman is the dean. All deans together form the committee of deans (College van Dekanen), which makes recommendations for the appointment of the Rector magnificus

and advices on matters of teaching and research.

The basic organisational unit in the Dutch higher educational institutions are the teaching and research units, whose executive committees decide on teaching duties and the annual research programmes, which have to be approved by the faculty/department council. The units are responsible for teaching and research.

The central administration is in charge of:

- the preparation, publication and implementation of university

- responsibility for university accommodation, for the efficient management of financial affairs und for movable and immovable property;

- personnel management, in so far as the responsibilities in question are not reserved to the State;

- conducting correspondence on behalf of the university;

- constant supervision of all physical facilities of the university.

4.3 Austria

The Higher Education Organisation Act of 1955 organised the university institutions and was amended several times until 1972. Thus non-professorial staff, except non-academic staff, and students were given the right to attend meetings of the academic senate as well as the study commis-

sion and make proposals there.

In 1975 the University Organisation Act (Universitäts-organisationsgesetz; UOG) established a new organisational structure with three cooperative levels: Rector and academic senate, Faculties, Institutes. Principles were defined: freedom of academic research and teaching, democratisation of universities, cooperation between teachers and students, freedom of study and a structure that ensures transparency in the field of university policy and decision-making.

The new law also gives the chance to elect mixed committees, consisting of professors, lecturers and students, which deal with the demands for the annual budget, with staff appointments, with proposals for the appointment of professors and with promotions.

Art and music colleges have become university institutions by the Art College Organisation Act in 1970 and their programmes of study are regulated by the Art College Regulation Act of 1971. Art colleges have their own organisational law (KHOG).

The higher education system in Austria includes 12 universities, 5 art/music colleges (Kunst/Musikhochschulen) and one academy. Post graduate studies are offered by universities as well as by private academies.

The universities and the colleges are financed by the state, in particular funds for material costs and investment. Staff is paid directly by the State and institutions are not even permitted to know their total sum of personnel expenditure.

All institutions are federal in Austria and the universities

are administered directly by the Federal Ministry of Science and research, while art/music colleges are under the jurisdiction of the Federal Ministry of Education and Arts.

The law requires a reorganisation of the institutions to a three level structure:

On top the rector and the highest academic body in charge of planning and coordinating of teaching and research. The rector's length of service is extended from one to two years and before being rector he will be 'Prä-Rektor' for one year and after having been rector he will be 'Pro-Rektor' for another year in order to increase the continuity of the chief officer's work.

The intermediate level is the faculty in which several institutes of related subjects join together, with a faculty board and a dean as chairmann, in charge of conducting administrative tasks.

The smallest organisational unit is the institute, which is responsible for carrying out teaching and research in specific fields.

As mentioned above, art/music colleges have their own organisational law:

The rector, as executive head, has the responsibility for the coordination of study programmes, assisted by the pro-rector. The superior body is the board of professors (Gesamtkollegium) and the organisational units are the departments (Abteilung), with the department board (Abteilungskollegium), chaired by the head of department (Abteilungsleiter).

According to the 1975 UOG there are two different areas in the administration of higher educational institutions, the

state-area and the autonomous area.

The state-area includes the central administration with the university director on top, who is responsible to the ministry nowadays, and not to the rector like in former times. He is in charge of the day-to-day management.

The autonomous area includes self-government and the academic administration which by law has, amongst others, the following rights:

- Election of the committees, officers and chairmen

- Planning of research and teaching

- Development of curricula

- Appointment of the academic staff and professors

- Conferment of academic titles and grades

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5. Organisation, Decision-Making and Personnel of Universities in Germany, the Netherlands and Austria[1)]

5.1 Changes in the Organisational Structure of Universities in the seventies

5.1.1 In the Federal Republic of Germany and in Austria, all universities are institutions of the State. In the Netherlands nine of thirteen universities are institutions of the State; three are private (e.g. Nijmegen is an endownment). The private universities in the Netherlands are also fully financed by the State and they are under the supervision of the Ministry of Education and Science.

5.1.2 In the three countries visited the influence and control of the State is most obvious in Austrian universities, while the lowest amount of influence and control was found in the Dutch institutions. The German institutions are in between, but the interference of the State into the universities is different from State to State; in Baden-Württemberg the influence and control of the State is felt most significant.

5.1.3 The universities in the three visited countries have been object of a considerable organisational change within the past ten years; summing up:

- in Austria the federal Parliament enacted a law on university organisation, which is compulsary for all universities (1975; UOG);

- in Germany the federal Parliament promulgated a frame-

1) For Charts and further analysis are to be found in the 'Annex of Tables'

work Act in various aspects of university; the States had to adjust their laws to that framework;

- in the Netherland a new university law was issued at the beginning of the seventies, which brought new decision structures for higher educational institutions;

- all these laws have cleared the decision-structures and have specified the composition of bodies and committees. The most significant change was that professors cannot make decisions alone anymore. Also the other groups in the universities now have the chance to participate in the decision-making process;

- one of the consequences of that change, which could be observed all over the Area was that amount of time expended on decision-making has increased considerably for certain decisions. Furthermore the binding force to legal restrictions has increased to an extent, which leaves little room for own initiatives and flexibility to the institutions;

- in addition to that there was the need to expand old universities, found new ones and reform student admission in some subjects in a short period, concerning the rising student numbers. Besides that larger annual budgets had to be administered;

- the problems deriving from those matters have not been met with qualitative and quantitative improvements of university management; instead of that more and more powers have been taken out of the universities.
In Germany the admission of students was delegated to a non-university central-admission-office (ZVS; in Dortmund) by a contract not between universities, but between the States and the Federal Government. Most of the German univer-

sities are not responsible for building-planning and construction anymore, as these affairs are in the powers of offices in the Ministry of Finance or the Ministry of the Interior. The influence and control of Ministries of Education Science and the Ministries of Finance in budgetarial and financial affairs has considerably increased. Salary regulations of university staff are not affairs of the Ministry of Science and Research but of the Ministry of the Interior;

- for many tasks of university new legal restrictions have been issued. The result of this is, that a lot of tasks that have been in the competence of the universities before are nowadays affairs of institutions outside higher education.

Since the universities in Austria and Germany do not have any real own income -student fees may not be charged anymore- they have lost quite a lot of their autonomy and independence. This loss of autonomy is one of the bitter consequences of the disability for internal innovation.

5.2 Committee-Structure and Decision-Making-System

5.2.1 In opposition to the anglo-saxon universities most of the universities visited in Germany, the Netherlands and Austria had only one day-to-day decision-taking body, usually the academic senate, on the central administration level as superior body. This body is dealing with academic affairs as well as with budget-, planning-, building- and administrative affairs[1]. Hence the unitary system -in contrast to the anglo-binary system- leads to the result, that the academic personnel has to do more administrative work. In addition to that the academic senate only consists of persons from the university, while in binary systems the body

1) in Baden-Württemberg there is an administration council on the central level besides the senate, which is responsible for financial and administrative decisions

which deals with administrative affairs usually also has members who do not belong to the institution (lay-members).

5.2.2 Concerning decision-making and autonomy the survey came across the following findings:

With several chosen decision examples, e.g. the appointment of a professor, the creation of new faculty, the promotion of a tenured staff member to a higher salary grade and the purchase of a computer for a certain subject, which were stated in the recording instrument, decisions could be located, i. e. where in the institution the decision is taken, and to what extent the university is autonomous in its decision.

Appointing a professor is a decision which needs the approval of the Ministry in all universities visited within the Area (With the exception the three private Dutch universities). This approval is not always given and hence the internal decision of the university is sometimes not more than a proposal to the State.
The same is true to say for the creation of a new faculty. In both cases the final decisioninside the university is taken in the superior body of the academic administration.

The promotion of a tenured staff member to a higher salary grade in Germany and Austria cannot be decided without approval by the Ministry, while in the Netherlands this decision can be taken within the institution without outside approval.

Concerning the purchase of a computer for a certain subject, there are a lot of restrictions for the institutions. In Germany the universities can decide autonomous up to a certain

limit (10,000 DM or 20,000 DM) and in Austria that limit is only some 300 DM. In the Netherlands the universities are quite autonomous in these respects.

5.2.3 Creation of the Annual Budget

The following chapter deals with the creation of annual budgets in the institutions and countries visited. In order to obtain a common view, the whole procedure had to be generalised on the country level, i.e. the processes refered to are not processes of single institutions. In contrary to that, the flow charts in the Annex of Tables show the process in certain institutions and do not have model character.

1. Budgetary Process

The process[1] of creating an annual budget for universities is quite similar in all the three countries. All over the Area the visited institutions are financed by the State to an extent of 80 - 100 %.

The creation of an annual budget enables the institutions to present their demands for resources to the State. Before this total demand is put together in the final draft of the annual budget to be given to the Ministry, a lot of decision processes have to take place within the different levels of the institutions.

Usually the Ministry advices the institution to set up a budget one and a half year in advance, i. e. the Ministry demands the proposals for the 1978 budget from the institutions in summer or autumn 1976.

1) Charts of the 'Process of Creating an Annual Budget' in the visited countries are in the Annex of Tables; Tables 3.3.1 - 3.3.5

Then the universities start to work on their proposals. First the finance department of the central administration tells the departments/faculties to set up their demands for the year in mind. When these demands are put down and approved on the department/faculty level, they are proposed to the budget and finance committee of the university. Here the demands are discussed under various aspects and a final proposal is made to the governing body/senate (etc.) to decide on as the universities annual budget.

After that decision is taken in the supreme body, the finance department in the central administration put the final version in the right form to be sent to the Ministry of Science and Education. The Ministry of Science and Education makes a proposal for its total budget to the Ministry of Finance, which sets up the government proposal for the State Budget for the year in mind.

Then the government discusses that total budget, and in some countries (Austria, Rheinland-Pfalz) the Heads of the Universities can attend the meetings of the State Parliament's finance and budget committee to justify and defend the demands of their institutions. Later on Parliament decides on the annual State Budget after 3 readings. The Ministry of Finance informs the Ministry of Education and Science about its total annual budget for the year in mind and the Ministry of Education and Science informs the institutions of higher education about their individual budget.

The whole process lasts between 15 and 20 months and the institutions is informed about the size of their annual budget for a certain year between February and May of that year.

In addition to this, certain processes in the Netherlands are

different from those in Germany and Austria:

The Dutch universities and the government have mediate-term agreements on the development of the higher educational institutions and their budgets; the demands and the mediate-term agreement determine each other.

2. Existence and Role of Committees

Most of the institutions visited have a budget and finance or a budget and planning committee on central level, which combines future planning and the demands for respective sources. These committees set up the draft for the proposal of an annual budget by collecting the demands of the money-consuming units and discussing them, which then is decided about by the academic body the committee refers to. Usually there are not too many changes made on that proposal, which means, the actual decision is already taken by the committee elaborating the proposal on central level.

In Germany the size of the finance bodies on central level varies from 9 to 11, with the exception of one institution (Aachen) where that body had 19 members.

In the Netherlands the institutions visited had rather compact central finance bodies too, varying in size from 9 to 11 members. In Austria the same situation was found with a variation of 4 to 10 members.

3. Internal Initiation of Proposals

In all three visited countries the proposals for the allocation of the universities resources are made by the money-consuming units. That means that, every single subject or in-

stitute can state its demands, but it also means, that these demands have to be justified by the demanding unit both on department/faculty level and later on central level.

4. Discussions and Hearings

Concerning two types of possible discussions/hearings within the process -bargaining with the ministry (authorities) and internal discussions- German universities do only start to discuss with the ministry after the formal proposal is finished and sent over. Informal contacts, e. g. for information purposes, are going on all the time. Internal discussions are formally only done within the respective committees on the different levels.

The same is true to say for the Netherlands and Austria.

5. Structure of the Budget

In German universities there are certain rules describing the form and content of a demand for an annual budget to be sent to the ministry. The total budget of the ministry of education is divided into chapters, and each institution of higher education refers to a certain chapter. These chapters are divided into headings, and under each heading a certain group of expenditure has to be filed. These headings and the group of expenditure to be filed under them, are common all across the single state, and similar across the Federal Republic.

In Austria the same situation was found, but here the headings are standarised all across the country.

In the Netherlands universities do not use a fixed form to state their demands.

6. Budget and Long-term Planning

In Germany and Austria there is few connection between long-term planning and the drawing up of annual budgets as far as the findings of the survey are concerned.

In the Netherlands the council of each university has the power to draw up annual budgets in close relation to the institution's long-term development plan, which each of them is required to have and roll on every year.

7. Range of the Budget

In all the countries visited the budget demands cover the whole range of costs including current costs, such as personnel[1], maintenance, materials, costs of teaching and research, and investment- / capital costs. Not included are grants for research funded from other sources than the state budget.

8. Inflation

As far as the findings of the survey are concerned, inflation is not always taken into account with a special index when setting up the demands for an annual budget.

9. Aim-orientation

Both in German and Austrian institutions of higher education budgets are highly specified, in the sense that money is demanded for certain groups of costs, summed up under certain headings of expenditure as mentioned above. There

1) Except for Austria

does not exist a "lump-sum"-budget.

On the contrary the money Dutch institutions receive is not specified for education only or for research, but it is a lump-sum and the institutions have to allocate the sum according to their development plan.

10. Institutional Autonomy

The institutional autonomy concerning the process of creating a budget internally is rather high across the whole area.

In spending the money allocated by the Ministry there are a lot of restrictions, and the universities all across the Area are depending from the instructions of the State: All funds have to be spent exactly for the purpose they are granted for. That means material funds must not used for personnel expenditure and vice versa.
Concerning the control of expenditure there are audit offices of state in all three countries, which check the universities by looking at their financial records.

11. Existence of Descriptions of the Process

Most of the institutions visited did not have descriptions of the process of creating an annual budget or a flow chart, although all the people interviewed knew what the process was like.
That means that most institutions do not use such charts as standing operational aids.

12. Advantages and Disadvantages of the Creation of an Annual Budget most often Stated by the Persons Interviewed across the Area

- Germany

The advantages of the process are that:

- all parts of the university can state their demands and have to justify them in committees.

- the intended development can be formed into priorities of development by the academic administration.

- some universities have the possibility of influencing the political decision process by the right of the head of the university to justify the institution's demands in front of the members of parliament (e.g. Rheinland-Pfalz, Austria).

The disadvantages of the process are that:

- there is often no real examination of the demands of the groups in the committees, because the same people that make proposals are sitting in the decision committee, and hence there is no real examination, because everyone agrees to each other's proposals in order to make others agree to his; the decision is left to institutions outside the university like the Government or the Parliament.

- university-wide interests are often considered less important than departmental interests, because the people taking decisions in the academic administration represent their own interests and those of their group but not those of the university.

- the demand for new posts almost never takes into account the expenditure for the equipment and support costs of the new staff members.

- there is few information about the financial framework from the ministry before the university starts to elaborate proposals.

- The Netherlands:

Advantages of the process are that:

- because of the democratic structure all the groups in the university can state their demands and justify them.

- the decisions in academic bodies and committees are nowadays taken by more people than in former years.

- because of the five-year-period-agreement between the universities and the Ministry about the future development of the Dutch institutions of higher education there is no doubt about the rate of increase in the annual budget.

Disadvantages of the process are that:

- the Ministry can control the universities, by controlling the funds.

- despite the universities demands and the long-term-agreement, it is felt that there is not enough money for the institutions.

- the universities do not have enough flexibility in their own decisions concerning the spending of consumables.

- the process has led to an increase of time for the decisions of the annual budget.

- the main criterion for the size of the annual budget of the institution is the number of students the university admits.

- Austria:

The advantages of the process are that:

- the demands of the university can be justified and explained to the ministry.

- the units of the institutions can state their demands in the process and by this the demands are known.

- hence the allocation of funds within the institution is more transparent than in former years.

The disadvantages of the process are that:

- there is no comprehensive concept of future development involved in the discussions of the demands of departments.

- institutions do not get the amount of money they consider to be neccessary.

- the allocation of the funds granted from the Ministry within the university is made according to an old distribution key, which is not reviewed or justified.

- the financial effects of the demands are usually not taken

into account.

- often the political position and the relationship of a university with the ministry decides the granting of certain funds.

- the amount of time allowed by the Ministry for drafting the budget is so small that there is no time to work out details exactly.

- there is insufficient information for the students about the ongoing process within the university.

5.2.4 Computerisation in University Administration

In the past decade the use of data processing has increased enormously. Today half of the institutions visited are using computer programmes to a major extent, 24 % stated minor usage, 14 % no usage yet, but usage planned and 12 % stated no usage and no plans.

The experience with data processing in university management shows, that computing does not save as much personnel as expected in the past, but computers can do more in less time, e. g. provide broader and deeper information basis for decision-making on the spot. So the real advantage of data processing is to have more information in shorter time rather than to save personnel to a larger extent.

The most advanced usage seems to be in the fields of 'student records' and 'student admission' with an average of 91.7 % for major usage across the Area.

In the field of 'student statistics' computing is in major use in 73.3 % of the institutions questioned.

Concerning modelling and simulations 60.7 % of the institutions in the three countries visited seem to have no usage and no plans for usage.

All over the Area eight institutions are working together with national systems especially in the field of 'student exams', 'equipment inventories' and 'space allocation'.

('Payment of wages' in Austria is done directly by the State with the help of computers. Thus the institutions themselves do not know the amount of personnel expenditure.)

5.3 University Administration [1]

5.3.1 Officer Structure [2]

In German universities there is one executive head at the top of the institution: the president or the rector. Both are elected and the length of service of a president usually is longer than the term of a rector. Presidents stay in office from 4 to 8 years, while rectors sometimes are elected for only one or two years.

This short duration often is in conflict with the continuity of the work done on top of the academic administration.

In Austria there is one executive head at the top of the institution too, but here higher continuity is achieved by the length of service, which actually is 4 years: Before being rector the respective person has to be prae-rector for one year, then he is rector for two years, and after that he is pro-rector for another year.

In contrast to that on top of the Dutch universities and

1) For complete analysis see "Annex of Tables"; Tables 4.1.1-4.5
2) For complete analysis see "Annex of Tables"; Tables 2.4.1-2.4.3

hogeschoolen there is a board of governors, which functions as managing committee. This board consists of three to five members. One or two members are elected by the council for at least 2 years, the rector magnificus is ex-officio member and one or two members are appointed by the state or -in private universities- by the founding organisation.

In German and Austrian universities the president/rector is assisted by up to 5 vice-presidents/ prae-/pro-rectors. Here sometimes a top team is established informally by president, vice-presidents and the head of administration jointly.
On the mediate level the same basic principals were found:

In German and Austrian universities the faculties/departments were headed by one person, the dean, who is one or two years in office.

In the Netherlands there are executive committees on the faculty level with up to five members elected by the faculty board. The chairman of that board is the dean of faculty.

Concerning the main changes within these structure, similar points were stated all across the area:

- The democratisation of the structure of the universities has brought more administrative work for the officers both on central level, as well as on faculty level. Managerial methods to delegate work are not in use to a great extent; vice-presidents and pro-rectors is a first step in this direction.

- The continuity and the stability of decision-making and policy has been positively effected by the increase of the length of service of the chief officers. At the beginning of the seventies rectorships were turned into presidencies

in most German universities. Austrian universities changed the rector's term from one year to four.

5.3.2 Stucture of Central Administration

The tasks of the central administration in the countries visited are in the following fields:

- Legal concerns
- Planning and organisational affairs
- Personnel and student affairs
- Financial and economic affairs
- Technical services and maintenance

The departments of central administration that derive from the tasks described are usually organised in line-shape, which means that they are all under one leader, the head of administration. Academic and economic administration is unified in one university administration.

In few universities certain offices in central administration are organised in staff-shape. The heads of these offices are usually not responsible to the head of administration but directly to the head of the institution or international academic exchange bureaus.

Concerning the unity of the administration in the sense of being a formal entity within the structure and the budget of the institution, it can be stated that in all universities visited the central administration was a unity in that sense.

5.3.3 Leading Officers of Central Administration

Concerning the number of personnel central university administration has changed significantly in the past decade.

In 1968 quite a lot of German universities had few leading administrative officers. Today some central administrations in Germany have up to 60 officers with academic degrees.

The length of service of the heads of Administration did not change significantly in that time; it is still until retirement all across the Area with the exception of Baden Württemberg and Schleswig-Holstein where the head of administration is elected for 8 years.

The titles of the heads of administration are 'Kanzler' in Germany with the exception of Hamburg: 'Leitender Verwaltungsbeamter'; 'Secretaris' in the Netherlands; 'Universitäts-direktor' in universities and 'Rektorratsdirektor' in colleges in Austria.

Concerning the membership of the head of administration in committees it can be stated that he mostly has no voting rights in the academic senat and similar bodies, but attending rights with consultative functions. If there is an executive committee on top of the institution he has voting rights like the other members (president/rector etc.). Co-ordination in central administration is achieved in all three countries to a significant extent by informal co-ordinating groups of senior officers and by adherence to a comprehensive administration plan.

Reliance on detailed administrative regulations and formal co-ordinating administration committees seem to be of minor

importance for the co-ordination of administration.

Looking at the importance of unionisation in the universities and its impact on university management, the survey did not come across any significant problems arising for management as far as the findings are concerned.

In all countries there is a committee (Personalrat) elected from amongst the personnel, similar to the works committee (Betriebsrat) in industrial enterprises, which has to be consulted in personnel decisions (except professorial staff). This committee participates in personnel decision and guarantees the rights of the employees. The persons elected can belong to certain associations and unions, but once they are elected, they have to keep in mind the interests of the personnel as a whole. They are not representing associations or unions, but the personnel.

5.4 Administrative Personnel

The following paragraph deals with the administrative personnel,[1] with its knowledges, its participation in training activities and the development of international contacts within the institutions visited.

5.4.1 Participation in Training Activities

In the Netherlands the administrative personnel took part in training conferences to a rather broad extent compared with the administration personnel of the universities visited in Germany.

In Austria the situation is even worse: Here only one institution stated participation of administrative personnel in conferences.

Seminars seem to be of bigger importance because they are attended more often than conferences. All across the Area regional seminars are attended less often than supraregional ones and seminars for university administration are participated in more often than seminars held for public administration at large.
Courses of one week duration are attended quite often all across the Area; courses of more than one week are only attended here and there. Courses of more than one year are only attended in the Netherlands.

In general the highest participation in training activities across the Area was found in the Netherlands with 28.7 % on the average of the country sample.

In Germany 27.5 % of the administrative personnel took part in training activities on the average of the country sample

1) For complete statistical analysis see tables on pages 137 - 148; "Annex of Tables"

and in Austria only 7.6 %.

5.4.2 Development of International Contacts

The basis for a positive development of international contacts is the foreign language proficiency of the administrative personnel.

In Austria and Germany this ability has developed positively within the last 10 years amongst the administrative personnel, while in the Netherlands this ability has been stable at almost 100 % of personnel having foreign language proficiency. Today on the average 35 % of the administrative personnel in Germany and 68 % of the Austrian administrative personnel have foreign language proficiency, while in Dutch institutions nearly everybody has that ability.

In general international contacts have developed positively in German and Dutch institutions over the past ten years while there has been no significant change in Austrian universities.

The amount of study/exchange visits has increased in the past decade in all three countries visited as well as the attendance to international conferences.

5.4.3 Activities for Personnel

In 1968 as well as in 1978 the important topics in activities for personnel within the visited institutions have been 'administration library' and 'training activities for the personnel'.

Job-rotation, secondments/exchanges and paid study leave do

not seem to have that importance.

The internal mobility of the administrative staff is high. Across the Area 18.6 % of the personnel have worked in more than one administrative department within the institution.

There has been almost no change in staff policy in the past decade concerning the findings of the study in the institutions visited.

5.4.4 Experience, Knowledge and Decentralisation of Administrative Personnel

The experience on-the-job is rather high in the administration of the institutions visited: 40.4 % of the personnel had experience of up to 5 years, 34.9 % had experience of 5 to 10 years and more than 24 % had worked in university administration for more than 10 years.

On the average 15 persons with an academic degree worked in the administration of the universities across the Area; two third of these persons need a special degree for the job they hold (e. g. law, economics, engineering).

The amount of decentralised staff within the institutions visited is 21.3 % on the average across the Area, with subtotals of almost 30 % in German universities, almost 20 % in the Netherlands and a little less than 13 % in Austria. The development of that amount of decentralised staff in the past decade was as follows: in almost two third of the institutions the amount increased, in 20 % of the institutions it has been stable and in 14 % of the institutions visited it decreased.

Concerning the knowledge of certain management techniques on the average of the Area 6.2 % of the administrative personnel had knowledges of marginal costing, 5.8 % of cost-benefit analysis, 7.1 % of management by objectives and 5.4 % of job-evaluation.

On the average 14.9 % of the institutions stated that their administrative personnel has read OECD-publications. In the dutch institutions this percentage was most significant within the Area with almost 30 % on the average, in German universities this were only 12% and in the Austrian universities 4.2 %. The reason for the rather high percentage of dutch administrative personnel having read OECD-publications is, that the personnel in these universities have a higher foreign language proficiency than in Germany and Austria. Indeed there is not much knowledge of OECD-publications amongst the administrative personnel in German and Austria universities, except for on the top level, because the personnel simply has no foreign language proficiency to read them.

6. Problems, Changes and Tasks of University Management

The following chapter reports the opinions gathered from the range of persons described above (p.10), who were interviewed in the institutions visited.

6.1 Changes in University Management in Germany, Netherlands and Austria since 1968

6.1.1 Amount of Time Expended on Decision Making

The interviewed people in majority stated that the amount of time spent on decision-making has increased in the past ten years.

In Germany more than 56 % speak of an increase, 19 % call that increase significant, while only 2 % think the amount of time spent on decision-making has decreased.

In the Netherlands a different situation was found. More than 28 % spoke of a very significant increase, 50 % of a significant increase and 10 % of a decrease of expended time.

In Austria the findings were similar: 40 % stated a slight increase, almost 38 % a significant increase, while 12 % spoke of little change and 10 % of a slight decrease of time spent on decision-making.

Summed up, it can be stated that almost 80 % of the people questioned talked of an increase of the amount of time spent on decision-making. If this means that the way of reaching a final decision is longer or more complicated than before, the speed of decision-making can be judged independently from the amount of time expended. It could be possible that officers would try to compensate the longer way with faster speed, in order to shorten the decision-making process.

Concerning this matter the study came to the following result:
In Germany 50 % of the people questioned talked of an increase of the speed of decision-making and 15 % even stated a significant increase, meanwhile 33 % talked about little change and 2 % about decrease. That seems to indicate that university management is trying to compensate the longer, democratic decision process with a higher speed of decision-making.

For the Netherlands and Austria, this cannot be supported by the findings of the study:
In the Netherlands only 25 % spoke of an increase in speed, but 47 % spoke of significant decrease, 13 % of a slight decrease and 15 % of little change. Summarised, this means a decrease of the speed of decision-making.
In Austria also 25 % stated an increase, meanwhile 25 % talked about significant decrease and 45 % about slight decrease. 27.5 % observed little change.
In the Netherlands and Austria, the decision processes lengthened both by more time expended on decision-making and by a decrease in speed. One of the reasons for this might be the impact of the implementation of democratic structures in the Dutch and Austrian universities, which was some years later than in the German institutions, and it could be the Germans are better off now, because they had more years to practice and make experience with democratic decision processes.

Table 2 in the Annex of Tables shows the different development of the speed of decision-making in the respective countries since 1968 with the help of four decision examples: the elaboration of the proposals and the creation of an annual budget, the appointment of a staff member, the planning of courses and a decision in the field of building development. In total a decrease of speed was stated by 56.6 % of the per-

sons questioned, 34.5 % stated no change and 8.9 % talked of an increase of the speed of decision-making.

6.1.2 General Changes in the last 10 Years

Looking at the fact that besides formal activity and bargaining there are also informal activities and bargaining in university management, one could assume that the amount and the importance of informal contacts has increased in the past.

In Germany, 7.3 % of the questioned people spoke of a very significant increase, 18.8 % of little change and 4.2 % talked about decrease. Summarised, almost 77 % stated an increase of informal activities.

In the Netherlands, 12.5 % decided on very significant increase, another 12.5 % on significant increase, 18.7 % on slight increase, 15.7 % on little change, while 25 % spoke of slight decrease, 6.2 % significant decrease, and 9.4 % of very significant decrease.

In Austria, 12.5 % stated a very significant increase, 20 % a significant increase, 45 % a slight increase, and 20 % little change, while only 2.5 % of the people questioned had observed a decrease of informal activities and bargaining, which means a total of more than 77 % for increase.

For Germany and Austria, informal contacts have increased in their importance within university management in the opinion of persons questioned (as the findings of the study show).

Owing to changing working conditions, the demand for better possibilities for improvement, and changes in labour legislation, it could be possible that relations between the management and the employees of the university have developed more towards confrontation than towards harmony in the past decade.

This reasoning is not supported by the findings of the survey in the three visited countries.

In Germany, 45.8 % of the questioned people were convinced that there had been little change concerning this matter, and the remaining positive and negative opinions neutralise each other.

In the Netherlands, the range of opinions is as well balanced as in Germany with 35 % for little change.

In Austria, only 27.5 % of the questioned people think that there has been little change concerning the harmony of the relationship between university management and its personnel. 10 % spoke of a decrease which means more confrontation, meanwhile 37.5 % talked about slight increase, 22.5 % about significant increase and 2.5 % even about very significant increase.

Concerning the fact that nowadays decisions in the universities are taken by more people than in former years, one could consider that decisions would today remain in force longer than 10 years ago. That would surely mean that the stability of decisions in the universities has increased in those 10 years.

In the German universities, 2.1 % of the people questioned had the opinion, concerning the change in stability of decisions, that there had been a very significant increase, 25 % thought of significant increase, 35.5 % of a slight increase, 20.8 % of little change, 6.2 % of slight decrease, and 10.4 % of significant increase.
At the universities in the Netherlands, 6.2 % stated a very significant increase, another 6.2 % a significant increase, 31.2 % a slight increase, 28.1 % little change, 9.6 % stated a slight decrease, and 6.2 % a very significant decrease.

2.5 % of the questioned people in the Austrian institutions of higher education spoke of a slight increase, 30 % saw little change, 17.5 % a slight decrease, and 2.5 % a significant decrease.

This means that the stability of decisions taken in the university has increased in the last 10 years concerning the opinion of the persons interviewed.

One thing which is hard to judge in the efficiency of university management is the fluctuation of the members in the bodies in the academic administration, i. e. the continuity of experience of the people taking decisions.

2.1 % of the opinions for very significant increase, 22.9 % for significant increase, 41.7 % for slight increase, 18.8 % for little change, 8.3 % for slight decrease, and 6.2 % for significant decrease seems to indicate that the degree of continuity of experience of decision takers in German universities has improved since 1968.

In contrast to the development in German universities, the degree of continuity of experience of decision takers in Dutch universities has slightly decreased: 3.1 % for very significant increase, 6.2 % for significant increase, 28.3 % for slight increase, 9.4 % for little change, 28.1 % for slight decrease, another 21.8 % for significant decrease, and 3.1 % for very significant decrease.

In Austria, it seems there has been a slight increase in the degree of continuity of experience of those people who take decisions in the last decade: 10 % for significant increase, 55 % for slight increase, 20 % for little change, 12.5 % for slight decrease and 2.5 % for significant decrease.

6.1.3 Integration of Decision-Taking

In a university decisions in the academic field have finan-

cial consequences (for instance the implementation of a new course), while financial decisions have consequences for the academic sector (for instance saving of personnel expenditure).

Taking these facts in account, the extent to which both sets of consequences have been considered before a decision is taken could have changed in the last decade and there might be a place in the academic administration (planning committee) or a department in the central administration (planning department) which takes care of the calculation and prediction of these consequences.

At the German universities, 75.1 % of the people questioned talked about an improvement and 24.9 % stated a deterioration. 83 % saw the calculation and prediction of the consequences elaborated by a committee in the academic administration and 37.5 % by a central administration department.

In the Netherlands, as many as 81.2 % had the opinion that the integration of consequences in the decision-making process had improved. 71.8 % thought an academic committee being responsible for the calculation and prediction, and 46.5 % a department in the central administration.

In Austria, 72.5 % stated an improvement of the integration, 45 % thought of a committee and 40 % of a department elaborating calculations and predictions of consequences.

In general, the extent of consideration of possible consequences in decision-making seems to have improved in the past decade.

6.1.4 Efficiency of Academic Administration

In regard to the judgement of the efficiency of the decision-taking structures of the academic administration towards the accomplishment of the institutions basic objectives re-

search, teaching and public service, 25.1 % of the people questioned in the German institutions stated efficient, 58.3 % stated satisfactory and 16.6 % stated inefficient. Concerning the development of the degree of efficiency, 45.8 % stated development towards more efficiency since 1968, 43.6 % stated no change, and 10.4 % stated negative development.

In the Netherlands, the findings were similar: 15.6 % for efficient, 65.6 % for satisfactory, and 18.7 % for inefficient; 43.7 % spoke of a positive development, 53.1 % of no change, and 3.1 % stated a negative development.

For Austria, the survey came to the following conclusions: 55 % stated efficient, 40 % satisfactory, and 5 % inefficient. 67.5 % spoke of a positive development, 45 % saw no change, and 7.5 % stated a negative development.

All in all it seems that the academic administration in the three visited countries is quite efficient in the judgement of administrators and administrated, but it is not possible to make an explicit statement about the development of that efficiency by the findings.

6.1.5 Democratisation of Decision-Making

The decision processes in most institutions of higher education in Western Europe have been democratized in the past ten years and today many different groups in the university can participate in decision-making.
In Germany, 72.9 % of the people questioned believed that the participation of personnel other than professors had increased in the past ten years, meanwhile 27.1 % stated a decrease in this matter.

In the Netherlands even 93.8 % stated an increase in participation in decision-making and only 6.2 % a decrease.

In Austria, all persons questioned had the opinion that there has been an increase of non-professorial staff in this matter.

The reasons for that increase were stated in Germany as national or state legislation to an extent of 100 %.
In the Netherlands, 25 % stated internal negotiations with the personnel initiated by the personnel as the reason and 3.2 % internal negotiations initiated by the institution, meanwhile 71.8 % talked about legislation.

In Austria, the figures were 45 %, 5 % and 50 % of the people questioned.

Summing up these findings, the participation of personnel other than professors in the decision-process has increased since 1968; this results from legislation to a major extent, to a smaller extent from negotiations with the personnel.

33.3 %, 34.4 % and 57.5 % of the people questioned in Germany the Netherlands and Austria feel that this matter is the most significant change in university management in the last ten years; 58.3 %, 65.6 % and 42.5 % think of it as one of several major changes, meanwhile in Germany 8.3 % think of it as a relative minor change.

Considering the possibility of participation in decision-making it could be possible that the motivation to participate has changed in the past decade. The findings of the survey indicate that after the legal possibility to take part in decisions, the motivation for participation increased but after some time it started to decrease. That means that today the motivation is on the same level or slightly beyond the level of the time before participation was possible. This constellation was most obvious in Germany.

here 2.1 % talked about increase, 77.1 % stated no change and 20.8 % stated a decrease.
In the Netherlands there were 32.2 % for increase, 40.6 % for no change and 28.1 % for decrease, while in Austria it was 67.5 %, 30 % and 2.5 %.

6.1.6 Costs of the Central Administration

In Germany, 16.6 % of the people questioned felt, that the proportion of the university's annual budget devoted to the central administration was too high, 48.3 % thought it was sufficient, and 35.5 % thought it was too low. In the Netherlands 21.1 % stated too high, 46.8 % stated sufficient and 32.1 % too low.

In Austria only 7.5 % spoke of the proportion as being too high, 55 % called it sufficient and 37.5 % felt it to be too low.

Summing up, this means that half of the people questioned thought the annual budget of the central administration sufficient, while 17.4 % considered the budget too high in proportion to the total budget of the institution, and 32.6 % thought the administration budget was too low.

Judging the tendency of development of the proportion of the budget of the central administration, in the German institutions 52 %, in the Dutch 56.2 % and in the Austrian 55 % stated an increase, 33.2 %, 21.9 % and 22.5 % stated no change, and 14.6 %, 21.9 % and 22.5 % talked about a decrease in the last ten years.

6.1.7 Efficiency of the Central Administration

The answers concerning the efficiency of the structures and methods of the central administration to assist in decision-making towards the accomplishment of the institution's primary functions of research, teaching and public services were as follows:
In Germany, 31.2 % stated efficiency, 64.6 % stated sufficiency, and 4.2 % inefficiency.
In the Netherlands, 37.5 % of the people questioned described the central administration as being efficient, 59.4 % as being satisfactory and 3.1 % as being inefficient.
In Austria, 47.5 % as being efficient, and 52.5 % as being satisfactory, while nobody stated inefficient.
That means totally almost 60 % thought of their central administration as being satisfactory and almost 40 % as being efficient.

The tendency of development of efficiency of the central administration in Germany was decribed with 56.2 % for increase, 41.6 % for no change, and 2.2 % for decrease.

In the Netherlands, 25 % stated increase, 71.9 % stated no change and 3.1 % stated decrease.

In Austria, 65 % stated increase, and 35 % stated no change.
Summing up, this means that 48.7 % of the people questioned talked about positive development of efficiency, 49. 6 % about no change in the degree of efficiency and 1.7 % about decreasing efficiency.

The tables 5 in the Annex show a statistical summary of opinions gathered in the survey, differentiated by countries.

6.2 Development of University Management in the Opinions of Administrators and Administrated People

It is useful to evaluate the opinions of the persons[1] interviewed in the participating institutions and compare the administrators and the administrated people.

6.2.1 Amount of Time Expended on Decision Making

In the opinions of the people questioned there are significant differences of judgement on changes in the amount of time expended on decision-making and the speed of reaching a final decision.

While the administrators stated to a great extent that the amount of time expended had significantly increased and that the speed of decison-making had not changed, the representatives of Professors, Lecturers and Students questioned stated an increase of the amount of time expended, but also an increase of the speed of decison-making.

That means, that in the opinion of the representatives of Professors, Lecturers and Students the length of the route towards a final decision has increased in the past decade, but the lengthened route is compensated by the increase of the speed of decision-making. Representatives of the Auxiliary Staff talked about an increase of the amount of time expended to an extent of 46.6 % and about a decrease of the speed of decision-making to an extent of more than 65 %.

6.2.2 General Changes in the last 10 Years

The change of the importance of informal activities and bar-

1) as described on page 10

gaining in university management is confirmed by all the groups questioned: 56.2 % of the 'Heads of Institution' stated an increase, 79.9 % of the 'Heads of Administration' stated a significant increase, 66.6 % of the 'Chiefs of Finance' stated an increase, more than 50 % of the 'Chiefs of Planning' stated an increase, as well as more than 50 % of the representatives of Professors, Lecturers, Students and Auxiliary Staff did.

Concerning harmony between university and personnel, the judgements of the different groups of persons asked were as follows:
The 'Heads of Institution' reported of a slight increase of harmony to an extent of 46.6 % and little change to an extent of 40.0 %, 20 % of the 'Heads of Administration' stated a significant increase and 53.3 % little change, 20 % of the 'Chiefs of Finance' stated significant increase and one third little change, 20 % of the 'Chiefs of Planning' stated significant increase and 26.6 % little change; the 'Representatives of Professors' talked of slight increase to an extent of 46.6 %, the 'Representatives of Lecturers' 40 %, the 'Representatives of Students' 33.3 % and the 'Representatives of Auxiliary Staff' stated 26.6 % for increase and 46.6 % for little change.

Summing up, it is obvious that there are no significant differences in the judgements of the groups of persons questioned and that the relationship between the university and its personnel developed towards harmony in the past decade.

In considering the change of stability of decisions in university management and the continuity of experience of people taking decisions, the findings do not indicate significant differences between the groups of persons.

Summing up an improvement of stability of decisions can be stated, the continuity of experience of the people taking decisions, affecting efficiency by the amount of fluctuation

in the academic bodies, has slightly developed towards more continuity.

6.2.3 Integration of Decision-Taking

The integration of consequences in the decision-taking process, the extent to which consequences are considered when a decision is taken, has generally improved across the Area. While 'Heads of Institutions', 'Heads of Administration', 'Chiefs of Finance', 'Representatives of Students' and 'Representatives of Auxiliary Staff' spoke of improvement to an extent of 60 % to 73 %, 'Chiefs of Planning', 'Representatives of Lecturers' and 'Representatives of Professors' stated improvements of 80 % and more.
On the average more than 60 % thought these consequences to be taken in account by means of an academic body and almost 40 % through an administrative department responsible for integration across the Area.

6.2.4 Efficiency of Academic Administration

Across the whole Area 'Heads of Institution' and 'Chiefs of Planning' considered the academic administration to be efficient to satisfactory to an extent of 100 %, while the 'Representatives of Students' stated the lowest degree of efficiency with 59.9 %. 'Heads of Administration', 'Chiefs of Finance', 'Representatives of Lecturers' and 'Representatives of Auxiliary Staff' stated between 60 and 93 % for efficient to satisfactory.
Most of the persons questioned judged the development of that degree of efficiency to be between 'increased' and 'stable'.

6.2.5 Democratisation of Decision-Making

Judging the degree of participation in decision-taking of per-

sons other than tenured academic staff members within the university, administrators stated an increase to an extent of 100 %, while the judgements of the Representatives of Professors, Lecturers, Students and Auxiliary Staff stated an increase of only 72 - 80 % in the last decade.
As reasons for that development the 'Heads of Institutions' and the 'Heads of Administration' stated legislation to an extent of 80 - 86 %, the 'Representatives of Professors' stated only 66 % for legislation and the rest of people questioned stated 73 %.
The 'Representatives of Professores' stated negotiations by the personnel as reason with 33.3 %, while the rest of the persons questioned only stated negotiations by personnel to an extent of 6 - 26 %.

Judging the importance of the increase of participation of non-professoral staff in the decision-taking process within university management there is no significant difference between the groups of people interviewed.

The change of the motivation to participate in decision-taking has decreased considering the opinions of the 'Chiefs of Planning', while the representatives of Professors and Lecturers described it as stable and the rest of persons interviewed thought it had increased to an extent of about 40 %.

6.2.6 Costs of the Central Administration

While administrators judged the proportion of the universities annual budget devoted to the central administration too low up to an extent of 80 %, the Representatives of Lecturers and Auxiliary Staff considered it sufficient and the Representatives of Professors and Students thought of it as too high.

The judgement of the development of that proportion does not

show a significant difference among the groups interviewed.

6.2.7 Efficiency of the Central Administration

The efficiency of the central administration of the universities to assist in decision-making towards the accomplishment of the institution's primary functions of research, teaching and public service does not show any significant differences in the judgement of the groups interviewed.
Across the whole Area the central administration is considered efficient to satisfactory with the exception of the representatives of Professors and Auxiliary Staff, who stated inefficient with an extent of 6.6 % and 13.3 %.

Judging the change of that degree of efficiency administrators stated a positive development more often than the Representatives of Professors, Lecturers, Students and Auxillary Staff.

(A complete statistical summary of opinions by functions of persons interviewed is included in tables five in the Annex, pages 137 - 148)

6.3 Problems and Issues in University Management from an Institutional Viewpoint of Persons questioned

6.3.1 The Most Significant Problems in the German Universities

- Regression of financial means and declining budgets by over-proportional increase of personnel costs; too many restrictions in spending the budget and loss of financial flexibility.

- Decrease of autonomy in all fields as the state removes more and more responsibilities from the university.

- Increase of legal restrictions and uncertainty of interpretation by edicts and justice interferes with the efficiency of university management.

- The absense of a consensus about the objectives of the institution makes it hard for the management to find a straight line in its politics.

- Changing demands in the fields of research, teaching and public service plus demographic swings require high flexibility especially in personnel management.

- The heads of the universities mostly are scientists but not professional managers, which leads to problems that could be avoided if there would be more knowledge of managerial practise.

- The central administration of the university has become kind of a buffer between the state and the academic administration.

- many edicts etc. leave no scope for decisions by the central administration and hence reduce the degree of efficiency.

- The age structure of academic personnel has been badly affected by the amount of life-time contracts for young scientists in the midsixties and early seventies, which creates problems for the flexibility of research and teaching today.

- In the central administration the quantity and quality of the personnel does not always meet the demands of new tasks and life-time contracts do not allow any change.

6.3.2 The Most Significant Problems in the Dutch Universities

- The regression of consumable financial means is a great problem, because besides this regression the institutions have to admit more students than before.

- The duration of courses in Dutch universities creates problems of rising unit costs, because the duration is between 6 and 8 years and under the circumstances of today's labour market it is even increasing.

- The disproportionate decrease of certain funds such as investment funds and material funds, which are decreasing faster than the personnel funds, that cannot be reduced as fast as the others.

- Hence maintenance of buildings etc. is a severe problem, because neccessary repair works and inspections cannot be financed any more.

- Because of declining budgets the funds have to be redistributed more often than before, which leads to conflicts within the institution.

- The university law, which has been established in 1973 has to be changed by 1981 and there is a lot of uncertainty as to what the new law will be like. On the other hand, in the Netherlands one can never tell if a new government will be going the same way in educational politics as the one before and sometimes there is a complete change in direction.

- The lack of consensus about the objectives of the universities leads to decreasing efficiency.

- Efficiency is also negatively influenced by the lack of administrative experience of the people taking decisions on all levels.

- The political atmosphere at the moment in the Netherlands does not favour the institutions of higher education and this pressure of public opinion forces the government to put more money into the schools than into universities.

- The size of the universities leads to problems for the central and the academic administration, because there is a lack of contacts between the different groups and even between the people.

6.3.3 The Most Significant Problems in the Austrian Universities

- The decrease of autonomy and hence the growing dependence from the state creates problems for university management

in Austria because the state has direct control over most of the administrative functions.

- The university organisation law (UOG) and the implementing regulations are sometimes contradictory and so there is a great uncertainty of interpretation. Some of this positive development for the universities has already been twisted the other way round.

- The restrictions in spending consumable funds leave no room for decisions by the universities. Hence special neccessities of the universities cannot be realised. Every expenditure higher than 200 US-Dollars has to be approved by the ministry.

- Often the decisions of the academic administration are not respected by the deans of the faculties. There is no way to force them to act according to these decisions.

- Austrian Universities need more professionalisation in the academic administration. This problem could be solved through certain training activities.

- Centralisation and central administration of big research equipment leads to problems, because few professors give up their responsibilities voluntarily in favour of central functions.

- The relationship between administrative personnel and academic personnel sometimes is burdened with prejudice and mistrust.

- The number of personnel in the central administration is too low and, although the tasks increase, there is no increase in staff.

- The multiplication of tasks in the central as well as in the academic administration leads to the danger of bureaucratisation.

- The planning of the development of the Austrian universities suffers from a lack of consistency, which makes the stability of decisions decrease.

6.4 Problems and Issues in University Management from the Individual Viewpoint of the questioned Persons

6.4.1 Most Significant Problems in German Universities

- The administration of a big university leads to problems that do not even appear in small institutions.

- The personnel expenditure have considerably increased in the last 10 years, and in a situation of stagnating budgets that means a decrease of all other funds.

- The distribution of funds in the university is often done by a static model and there is no real decision. On the other hand, the people that make proposals often also decide about these proposals, and real examination of the proposals is not taking place.

- The people taking decisions are often representatives of the interests of a certain subject or faculty but not of the interests of the university as a whole, which leads to severe problems in the development policy of the universities.

- The services of the central administration for the students especially in the bigger universities do not have

sufficient staff for their work.

- The relationship between central administration and academic staff sometimes is bad, because the latter often regard even the smallest amount of administrative action as nuisance.

- The scope for long-term planning in most institutions does not even exist because the day-by-day administration takes up all the personnel resources and hence there is nothing left for extra tasks.

- The participation of the auxiliary staff has been almost totally withdrawn by the newest legislation. That leads to demotivation of this group.

- The attendance at work of academic personnel in the universities in some cases is fairly low. Together with ofter factors like sickness, age and demotivation this might lead to a decrease of efficiency of academic functions.

- The state's distrust of the universities leads to control of almost everything with the help of laws and regulations.

6.4.2 Most Significant Problems in the Dutch Universities

- The administrative work has increased considerably in Dutch universities in the last ten years and the administration has become more complex.

- The universities have five-year-agreements with the Ministry. They know what they have to expect in their development in the next few years. This favours planning but it also entails a large degree of restriction on how to spend funds, which decreases the flexibility of the insti-

tutions.

- The efficiency of the central administration is being reduced by sickness, age and demotivation of personnel.

- Students stay in the universities longer, because of deteriorating job opportunities. The duration of courses leads to increasing unit costs.

- As the total number of students all over the Netherlands is increasing and the financing of the universities depends on the number of students they admit, technical universities have existential problems because of stagnating student numbers.

- The uniform age structure of the academic personnel creates the problem of leaving few chances to young scientists and hence there is few innovation.

- Because faculty level is too autonomous, it is hard for the academic administration to carry out a uniform development policy.

- The implementation of data processing does not save as much personnel as expected, but it can give a wider information basis for decision-taking in a shorter time.

- The faculties are financed according to plans they make for their programmes, but there is no evidence as to whether these programmes are really taught or whether the respective funds are used for research activities.

6.4.3 Most Significant Problems in Austrian Universities

- There is a considerable increase of tasks of the central ad-

ministration but no increase of staff posts.

- The salaries in the central administration are not equivalent to the work required, which means that good personnel often leaves for better paid positions outside the university. Interesting applicants cannot be attracted to the vacant positions.

- Although the abilities of the central administration in the Austrian institutions are high, the possibilities are not realised by the academic staff. Often they do not ask for help, but do things on their own, which the central administration could do better and quicker.

- More often the academic staff regards the central administration as the arm of the state and as the state's helper to control teaching and research. This mistrust hinders administrative efficiency.

- The reputation of academic administration and self-government is low. There is few motivation to participate in the bodies and committees of the university.

- In some universities centralisation of functions has been exaggerated; centralisation does not mean saving money and personnel under all circumstances.

- The members of the university do not have a common idea about the further development of the institution. Therefore the interests of groups are more often favoured than the interests of the university as a whole.

- Presently an increase in autonomy in the allocation of funds given to the faculties brings new problems of distribution and delimitation within the university.

- The number of lifetime contracts in the field of teaching and research creates a problem of flexibility.

6.5 The Main Tasks of University Management in the Next Few Years as Stated by Persons Questioned

6.5.1 Main Tasks of the University Management in Germany

- Creation of posts for academic personnel in order to change the unified age structure and to regain flexibility of research and teaching. These posts will be non-tenured and will be terminated automatically after a certain period of time.

- Achievement of more flexibility within the institutions by reallocation and redistribution of funds according to the interests of the university as a whole.

- The services of the central administrations must be made transparent and simple.

- Planning within the universities must be improved and at the same time there must be a discussion of the objectives, so as to lead to a consensus about further development. Evaluation of planning should be institutionalized.

- In the central university administration as well as in the Ministry there should be more positions for people with university education from all different subjects in order to achieve greater understanding of the special needs of universities.

- To improve the flexibility of academic development there

should be a central pool of posts, which should be distributed to the different parts of the university every 4 to 6 years, according to be interests of the university as a whole.

- The central administration has to develop certain functions to protect research and teaching from the state and prevent encroachments.

- Training activities both for central administration personnel as well as for those involved in self-government have to be developed and established.

6.5.2 Main Tasks of the University Management in the Netherlands

- The most important task of the self-government in the Dutch universities in the next few years is the discussion and definition of the objectives of the universities.

- Implementation of management techniques is necessary to increase the efficiency of the self-government.

- Reduction of costs of the universities by making everybody aware of the fact that nearly everything in a university costs money (i.e. creation of a cost-awareness).

- The efficiency of study has to be improved. The drop-out rate and must be lowered, the duration of the courses shortened.

- The output of the university must be increased (i.e. the productivity).

- Whenever posts are saved by centralisation etc., they have to

be reallocated to other parts of the institution in order increase efficiency.

- There must also be pools of posts to be distributed to different parts of the university, with university-wide interests in mind, on non-tenure contracts of 4 to 6 years.

- The co-operation with the vocational institutions must be improved in order to find new programmes of studies giving the graduates more chances on the labour market.

- Especially for the those involved in self-government, management techniques have to be developed in order to reduce the pressure of work from their double function.

6.5.3 Main Tasks of University Management in Austria

- There should be an institutionalized control of the efficiency of university management in the Austrian universities, both for central administration and for academic administration.

- The service abilities of the central administration have to be demonstrated to the academic staff, as well as to the Ministry and the public.

- Certain procedures in the central administration have to be simplified and made more transparent.

- Training activities have to be improved for both central administrators and those involved in self-government in order to increase efficiency.

- The universities have to present their products to the public

in order to prove what they have achieved with the money consumed.

- The relationship between staff and administrators has to be improved by exchange of opinions in order to tear down mutual prejudice.

- The main task of the central administration for the near future is to guarantee research and teaching by taking care for respective personnel posts, funds, buildings and other services.

- The control of expenditure has to be institutionalized by the use of data-processing.

- The self-government must try to win back some of the important powers lost to the ministry in order to regain the necessary flexibility for decisions.

7. Principal Issues and Recommendations

In the project description ten topics were set up, which were supposed to be the central issues of a study at the end of the nineteenseventies.
The following chapter will try to discuss these topics in the light of the survey's findings.
It has to be stated that it was hard to differenciate between certain topics, such as 'new legal requirements' and 'autonomy', because these issues were almost inextricably linked to each other; on the other hand some of the issues turned out to be less significant across the Area, than thought before the study (e.g. 'effects of economic uncertainty'; 'management/employee relations').

7.1 Demand Profile

"Demographic swings have been significant in influence and have been exacerbated by inaccurate predictions and by pressures on behalf of particular interest groups (e.g. minority groups)"

Demographic swings have been evident all over the Area. In the field of management the highest impact has been on planning, because methods for reliable prediction of developments have not been found yet, and so future planning has to be done without a solide basis.
The general assumption -after an enormous increase of students in the late sixties all through the seventies- is that the number of students will decline at the end of this decade.
The factors determining this supposed decline have not been

examined with the intensity they would deserve. There is no reliable information about the attitude of young people towards higher education, about the trends of choice of subjects to study, about the tendency in the rate of secondary school leavers going to university.
But still the decline is assumed all across the countries visited, as there is no population expansion in the respective agegroups. In Germany and Austria the birthrate of today is half of what it was in mid-sixties.

Most of the institutions visited have developed strategies to survive in a period of declining student numbers, with the exception of two more or less small, elite-type institutions in Austria, which do not fear remarkable declines.

Such strategies are: enrollments should be kept at a certain level by offering additional courses in new subjects and new combinations of different subjects.

Apart from that new types of curricula will be designed, for people already integrated in the working process seeking for higher education to improve their careers, as well as to increase the participation of adults in general.

The expansion of the higher educational systems in Germany, the Netherlands and Austria since the mid-sixties and the increased student numbers to be taught, have negativly influenced the time for research activities. Quantity and quality of inner-university research have suffered from the increase of teaching duties.

Declining student numbers will offer the chance to increase research activities using the personnel and facilities granted during the decade of expansion. There will be much more time for scientists to communicate with each other and more possibilities to overcome the isolation of the single researcher in his specialised subject.

To use teaching capacities, students from developing countries could be offered places to study, or facilities of universities could be transfered to developing countries as part of developing aid. The Technische Hochschule Stuttgart gave an example that courses could be offered not only in the native language, but also in a foreign language: A new chance for the internationalisation of the university.

7.2 New Legal Requirements and Restrictions

"A variety of new legal requirements and restrictions are being imposed upon the universities, creating new management problems. One example would be safety regulations, which impose upon the management additional expenditures and new organisational requirements. The recourse of the university community, both staff and students, to litigation to resolve disputes is also becoming commonplace."

All across the Area a flood of new legal requirements and restrictions have created new problems for university management as far as the findings of the survey are concerned.
In order to describe the situation in Germany and Austria correctly it has to be said that in these two countries each law is accompanied by a lot of implementation regulations. In some cases the law and the implementation regulations are unclear or extremly complicated, which leads to a great amount of uncertainty within university management.

The influence of legislation on university management is bipartite: Certain laws are made especially for higher education and hence create a direct influence on the university, but apart from that, there are many laws which have partial or indirect influence on higher education institutions.
Taking in account the German situation, which is more similar to the Austrian than to the Dutch development, universities have been directly influenced by the 'Framework Act for Higher Education', the 'University Construction Advance Law', the 'Law

on Statistics in Higher Education'; the 'Federal Student Grants Law' and the 'Graduate Student Grants Law' on the federal level, which were followed by more detailed state-laws dealing with similar subjects.
Concerning the indirect influence there are laws interfering with personnel management, such as regulations on salaries of employees and officers, laws of employee participation in personnel dicisions; other regulations interfer with the maintenance such as environmental laws, work safety regulations, building safety regulations etc., and in some universities certain facilities had to be closed, because of the high investments, maintenance would require.

Severe problems for research activities, particulary in the field of social science, are created by data protection laws established on state level to ensure confidence of personal data.

This overwhelming influence of legal requirements and restrictions (e.g. some 10,000 articles in Germany) management has to deal with, makes it neccessary for a lot of functions within university administration to be held by people qualified in the subject of law. Due to that fact many of the top positions in the administration of the institutions visited were occupied by lawyers.
In Germany and Austria the heads of administration are lawyers to an extent of 100 %.

One of the recommendations to stop this flood of regulation was, that the state authorities should stop passing new laws for a year and examine the laws made in the past, wether they are still neccessary.
In the Netherlands was the impact of new legal regulations and requirements felt less significant. Anyway there is no doubt that Dutch universities will have problems in the future with the shortening of duration of studies.

7.3 Public Accountability

"The demand for the university to be more detailed and open in its accountability to the public has developed considerably, not only in respect to relations between universities and state governments but also regarding relationships with professorial groups, local communities etc."

The two main factors which lead to the increased demand for public accountability are the expansion of the higher education sector, which led to the consumption of higher funds an' awoke public interest, and a loss of trust of authorities into the universities due to some severe cases of mismanagement in the academic sector.

In order to meet this climate of mistrust and suspicion universities should make themselves more transparent to the public by reporting on their activities in the field of teaching, research and public service.

The inability of universities to control the efficiency of spending funds was often the pretext for the state audit offices (Rechnungshöfe) to devote more of their time to the higher educational sector than before. These audit checks do not only control the spending of money but also the efficiency of the work done with the money granted. More and more this outside-university institution is concerned with institutional research, while the universities demonstrate abstention in this field.

One of the reasons why the universities have not established institutional research departments in their management is that for one thing they do not have the personnel capability to do so and the state does not grant additional posts, but

the other reason is that the institutions are not forced by their economic situation to be as efficient as for example North American universities.

Taking in account these findings of the study, there has been an initiative from amongst German heads of administration to establish a central office in Hannover for exchange of management experience on federal level, carried by the universities and working as clearing house, which could be consulted by each single university to give advices on certain problems.

Apart from that some German universities have built-in internal revision offices on the middle level of central administration, dealing with budget and administrative procedures.

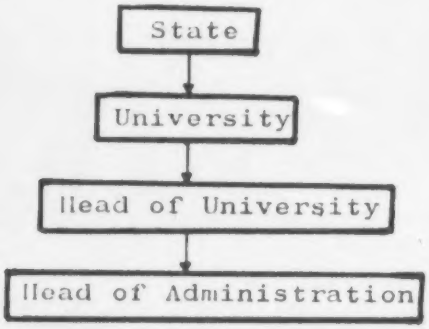
7.4 Autonomy

"Institutional autonomy has been eroded by the pressures for accountability etc. but it has been relinquished more voluntarily in favour of inter-university bodies within the university system".

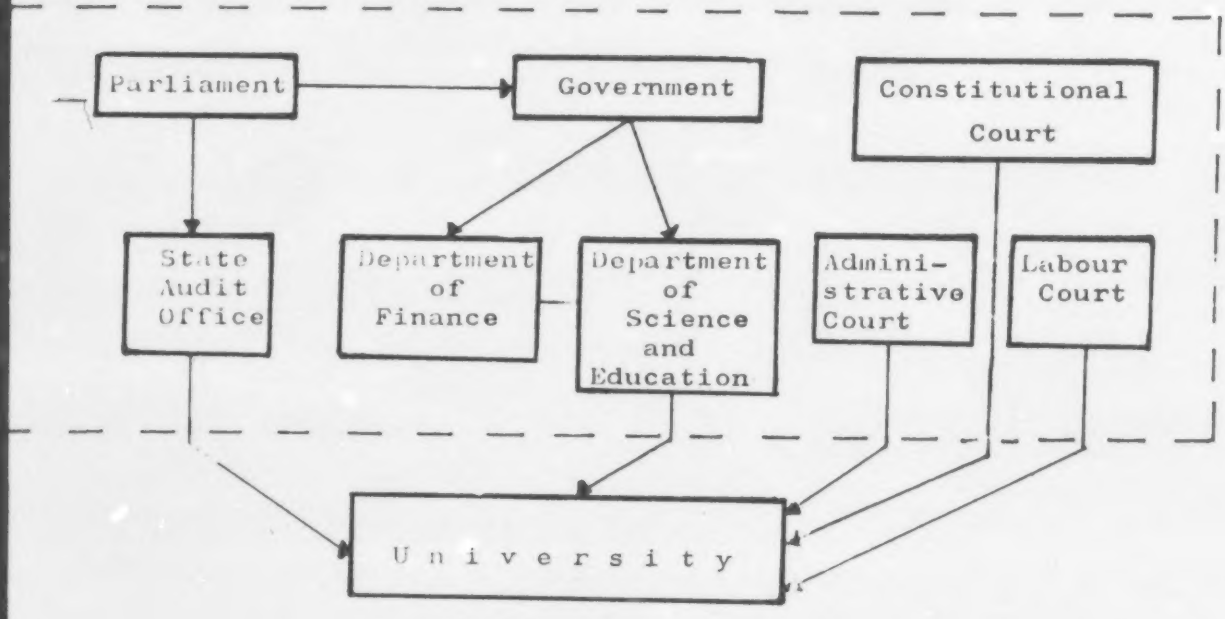
With the exception of the Netherlands, universities across the Area did not establish nationwide inter-university organisations, such as in the United Kingdom (U.G.C.) or Canada. Experience with such organisations proves that the state abstains from direct intervention into university affairs. In contrary to that on the continent the state has taken more and more powers and autonomy from the selfgovernment structure of the universities in the past decade in order to achieve higher control over the institutions. Hence the management's flexibility in its own decisions vanished, which creates severe problems, particular in the field of future development planning, where all decisions should naturally be

taken within the institution.

The structure of dependence of higher education institutions from the state across the Area is shown below:



The different ways German universities can be influenced from outside are shown below:



The Austrian situation is similar. One of the major influences determining universities is legislation and jurisdiction. Concerning legislation the enormous increase in size of some institutions may have led to the conclusion of needing exact legal regulations to govern these tremendous organisations.

If regulations are not respected university members can appeal to the court.

The consequence is that each single disparity of views is resolved by litigation; the reason for the growing influence of jurisdiction.

In Germany that conflict has already been preset in the Constitution of 1949 (Grundgesetz). Taking in account the experience of instability in the'Weimar Republic' and the violation of law during 'National Socialism' the human and individual rights were given a high protection in that fundamental law. Interpretations often are decided by the highest constitutional court.

A new problem of liberty and autonomy of research in the field of social science are the newly implemented data protection laws, which sometimes do not allow the scientists to ask the questions his study would require. In Germany for example, questionnaires asking personal data have to be approved by parliamentary commissions and questions to children at school have to be approved by the State Department of Education.

7.5 Scale

"The increase in number and sizes of universities have had major effects upon university management."

In the past twenty years higher education has changed from elite- to mass-education. Instead of 5 to 7 percent of a cohort, today 15 to 20 percent are participating in higher

education. According to the findings of the survey large universities sometimes have considerable problems in their management because of their size. This is true in particular for student services such as counselling, housing and catering, but also for some technical administrative matters such as producing student statistics, or the appropriate preparation of meetings of academic administration bodies and committees.

The number of universities in the national system leads to problems in coordination of common activities.

Concerning the findings, small universities offer better chances both for staff and student to communicate with each other, which is a fair basis for successful work and study.

One the other hand the staff/student ration of these institutions allows the staff to take care of their students and creates positive coaching conditions.
The size of a small university itsself makes the institution a clearly viewable social system and enables the student to see his position within that framework.

While the anonymous performance of large universities leads to individual isolation, small universities foster the dialogue between all groups, which is irreplaceable for scientific work.

7.6 Effects of Economic Uncertainty

"Whereas during the previous period one could be generally certain of making decisions in a growth situtation, there is currently a great amount of economic uncertainty with which the universities must deal. Such uncertainty effect university planning, since one can no longer plan within previously

accepted time horizons. Even annual budgets today are in some instances subject to mid-period revision due to uncertainties which could not be foreseen at the time during which they were drawn up.
A declining in participatory decision-making has also been surmised in the current views and an acceptance of partial representation; the break-up of that consensus has been one of the major problems facing university management."

All the universities surveyed across the Area in the study were state-supported institutions and so the above reasoning is only partly true for them.
There is little doubt that the period of perpetual growth in higher education is over, and in most cases one of the problems of university management stated in the interviews made was, that there would not be enough money for the higher educational sector in the future. Often a fear was expressed, that universities would have to fail fulfilling their duties because of a shortage of funds.

Particular capital and maintenance funds have decreased as personnel cost have raised overproportionally all across the Area through the past decade and some of the institutions have severe problems to keep their physical facilities in proper shape.
Frequently buildings have to be closed, because the institutions do not have the financial means to maintain them.
The same is true for the replacement of scientific and administrative equiment. In this field there is no depreciation such as in private enterprises, and so the replacement, or sometimes only the repair, of antiquated unsuitable equipment creates severe problems.

The impact of inflation and uncertainty of the development of national economy on inner-institutional future planning

does not create significant problems in the institutions across the Area, as inflation is fairly low and national economies are still quite prosperous.

The need to save resources however have led to a lot of changes in the attitudes of universities towards their consuming habits.
In that sense the most important change is the attitude towards saving energy -fuel, gaz and electricity- which consequently led to changes in all sections of the universities.
But the conclusion to economise the use of resources did not in all cases come from the inside of the institutions, but was imposed upon them as a restriction by the state. Saving is not an attractive matter for universities, particulary not in Germany and Austria, because funds granted for certain purposes (e.g. energy costs) which are not totally spent by the institutions within the respective financial year must be returned to the state at the end of that year. Until now the institutions themselves do not have any advantage when they save funds, because they cannot use them for matters they are not granted for.

7.7 Complexity

"The internal and external pressures have created a much greater complexity and fluidity in the environment surrounding university management. Institutions have undergone a very rapid growth in complexity during the past several years. Accustomed to an organisation based upon adherence to traditions long followed, the sudden introduction of new structures and programmes in European universities since 1968 has caused them to become extremly complex from a management viewpoint when contrasted with the pre- 1968 situation.

This has led to entirely new problems for the institutions." Higher education institutions always had a complex structure because of their multifunctional nature, i.e. teaching, research and public services.

Apart from that there is little doubt that in Germany and Austria, as well as in the Netherlands, the environment of higher education management has increased in complexity over the past decade. The reason for that increase is first of all the expansion of the tertiary sector in that time. That expansion led to many changes to be headed under complexity. All across the Area a flood of new legal restrictions and regulations (as mentioned in 7.2 above) have created a highly complex situation for the management.

In the field of student services, such as counselling, housing and catering, as well as in the field of public relations, the tasks of university management have also augmented.

Apart from that the tasks of university administration have magnified particular in the field of in-services, creating the problem of not having enough posts to employ the personnel needed to fulfill these tasks.

The consequences resulting from the increased participation in international and nation-wide science organisations also creates higher complexity, while in the non-academic sector international and national relations are still underdeveloped.

Summing up, the main consequences of the increase of complexity for university administration, as observed in the study, have been the introduction of new administrative positions and the increased importance of existing positions in the middle ranks of the institution's management.

Some of these consequences resulted from the need to centralize

functions in order to save funds and make administrations more effective, while others have in deed been caused by new demands of the academic sector or the outside environment (demand profile).

7.8 Internal Cohesion

"Fifteen years ago the internal politics of most universities were held together by a firm consensus based upon liberal views and an acceptance of partial representation; the break-up of that consensus has been one of the major problems facing university management."

It is true to say that all across the Area there has been a certain consensus about university objectives and a high internal cohesion within the universities up to the mid-sixties.

In Austria and the Netherlands consensus has vanished to a certain extent but still kind of an internal cohesion could be observed within the institutions visited.
The break-up of the consensus is mainly due to the fact that each interest group can take part in decision-making today and is trying to push through its intentions, while in former times decisions have only been taken by a single group.

In German universities both the consensus and the internal cohesion are gone since the beginning of the seventies.
The reason for the break-up of the consensus are supposably similar to those found in the Netherlands and Austria.
The lack of internal cohesion seems to be a consequence of the student revolt started fifteen years ago and the changes that followed. The chances for the individual to identify with the institution have vanished as identification symbols

got out of use (e.g. university seals, gowns, fraternities, alumni organisations, the rector's and dean's address 'Magnifizenz', 'Spectabilität', etc.).

Effects of that loss of internal cohesion are that a lot of inner-institutional problems have to be solved by litigation, because there is no willingness for compromises within the university (e.g. the requirements for a professorial status are regulated by law and candiates who are not accepted can take the university to court), and that it is almost impossible for self-government to make a unified policy of institutional development, because group interests are regarded higher than university-wide interests.

This development might be one of the reasons why science and teaching, as well as academic teaching professions are regarded less high in public opinion than twenty years ago.

7.9 Management/Employee Relations

"The nature of the relations between university employees and management is changing rapidly. New demands are being made upon the management, including changes in work conditions and improvements in career possibilities for staff members. The effects of new employment legislation are also beginning to be felt in the universities."

New legislation in the field of employment have put a higher workload on the administration throughout the Area. Personnel management has become more time-consuming and expensive; but on the other hand equal opportunities in employment have been established, as obligations of employers and employees have been clarified.

In general it can be stated that the personnel is the institution's major and primary resource, and it depends on their motivation, skills, experience and flexibility how efficient

university administration can be. These abilities are determined by the way, the personnel is managed by the chief administrators in terms of training possibilities, salary levels, career improvement prospects and interpersonal treatment.
The new legal environment of personnel management creates a certain amount of uncertainties in personal decisions from the managerial viewpoint.

7.10 Productivity

"Pressures to increase the productivity of each input have magnified as the scale of operations have required more investment and as national economies have suffered from inflation".

The central problem is that there are no acceptable measurements for productivity of universities so far.
Across the whole Area university administrators are thinking about productivity and some are trying to develop systems to measure the outputs by confronting them with the inputs in quantitative relations, by the experimental use of performance indicators.

Up to now this is only done in the field of teaching, because outputs can more easily be identified in this section: performance is inspected and unit cost calculations are set up. The pressure to increase productivity bears a certain danger, the lowering of academic standards (i.e. increase quantity at lower quality level).

In field of research such monitoring of performance is much harder to achieve than in teaching, because the outputs are

not so easy to measure, and once measured there is still the question of comparability.

The productivity of an institution's administration usually is evaluated by audit checks, as most administrations themselves do not have the resources to check their efficiency (i.e. sit down and think about what they are doing).

All inspite, productivity seems to be one of the aims generally agreed on in the university.
In the field of teaching universities are trying to increase their productivity by creating new courses and using new pedagigcal methods (e.g. audio-visual equipment or computer facilities).

Concerning productivity in general, the idea of trying to obtain a clear view on the institution's performance seems to be a worthwhile effort.

A N N E X

O F

T A B L E S

Table 2.1.1: Organisational Structure of the University Saarbrücken

Table2.1.2: Organisational Structure of the Techn. University of Graz (Austr.)

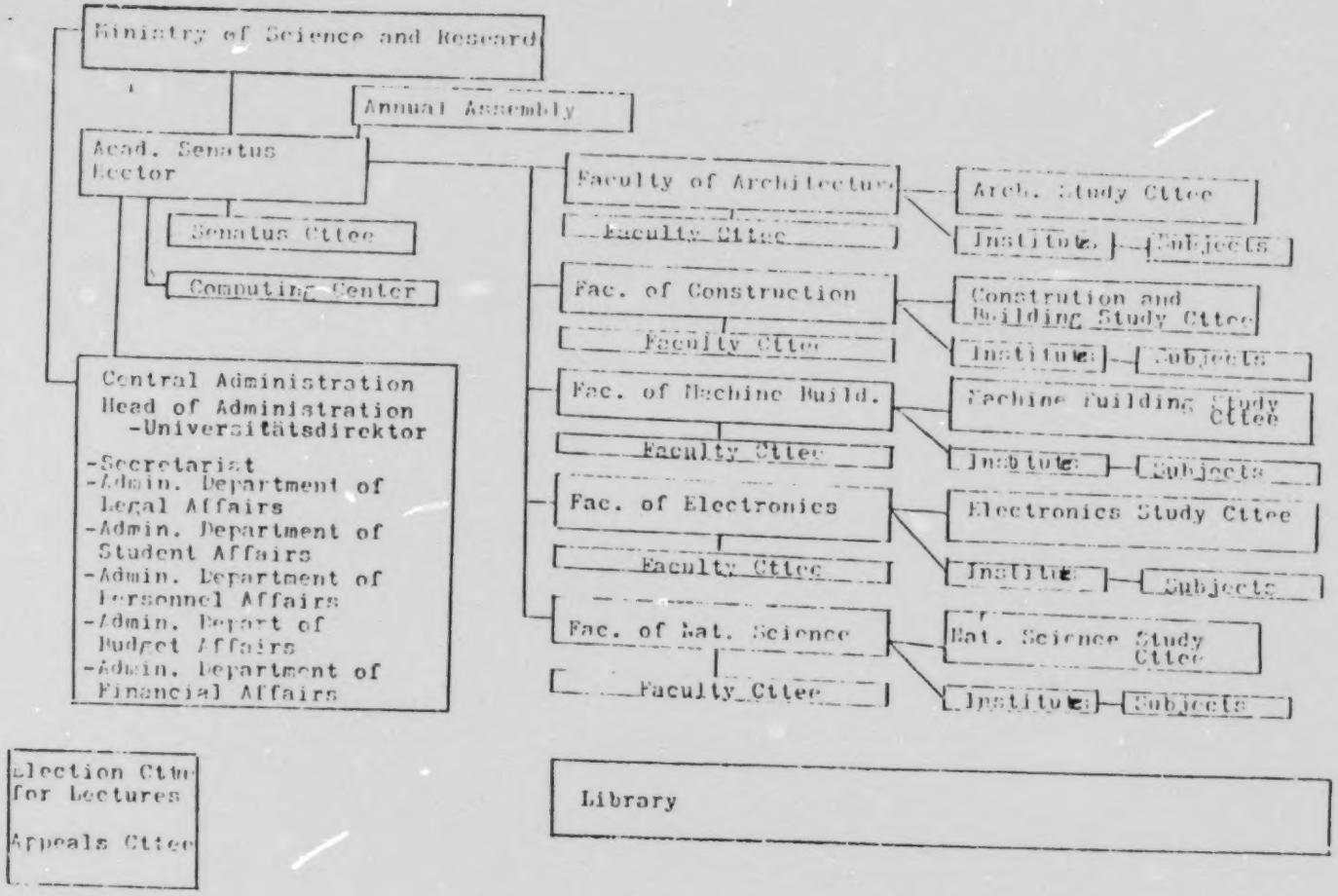


Table 2.1.3: Organisational Structure of the University of Leiden (The Netherlands)

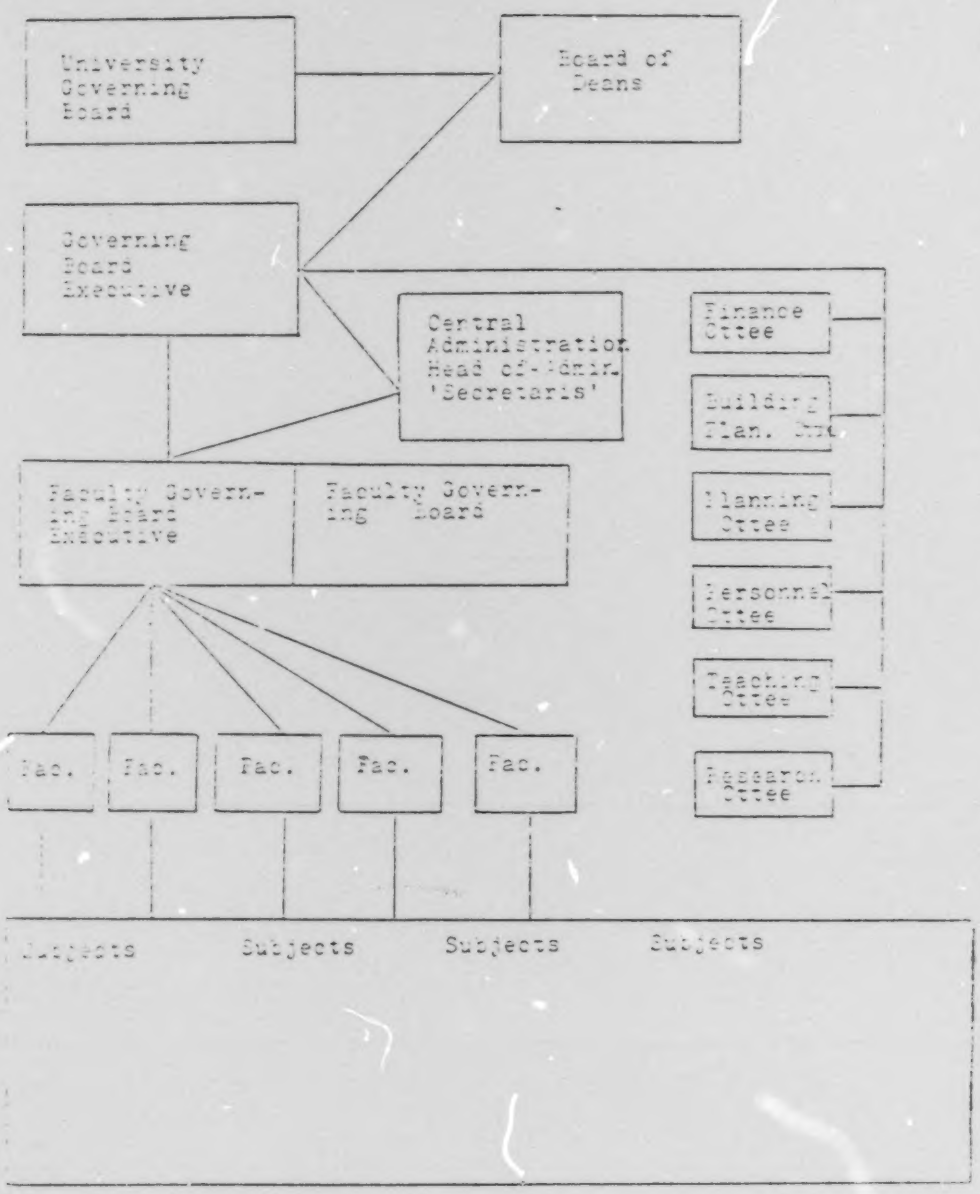


Table 2.2.1

MEMBERSHIP IN BODIES AND COMMITTEES

		Composition (Distribution in %)							No. of Annual Meetings	Length of Service	% Elected
		Professors	Acad. Staff	Students	Aux. Staff	other	Σ*	Chairman			
University of Saarbrücken	1.	54.7	18.1	18.1	9.1	-	110	elected	1	3 - 5	100%
	2.	42.9	28.6	14.2	14.2	14.2	28	President	10	2 - 5	85%
	3.	44	12	11	11	22	9	"	4	2 - 5	0%
	4.	54.5	18.2	18.2	9.1	-	11	Pro-Dean	10	2 - 5	100%
	5.	-	-	-	-	-	-	-	-	-	-
University of Hamburg	1.	25	25	25	25	-	64	Vice-Pres.	4	3 - 5	95%
	2.	50	20	20	10	5	20	President	12	3	85%
	3.	44	22	11	11	11	9	"	25	3	0%
	4.	53.3	19.9	19.9	6.7	-	15	Dean	25	2 - 5	100%
	5.	50	16.6	16.6	16.6	-	12	Director	20	2 - 5	0%
University of Berlin	1.	28.6	28.6	28.6	14.3	-	140	elected	8	2 - 5	100%
	2.	45.8	25	20.8	8.4	-	24	President	24	2 - 5	90%
	3.	56	22	11	11	-	9	"	24	3	0%
	4.	46	26	20	6.7	-	15	Dean	20	2 - 5	100%
	5.	x	x	x	x	-		elected	20	2	100%
University of Trier	1.	52.5	20	20	7.5	-	40	elected	2	1 - 5	100%
	2.	58.8	17.6	17.6	5.8	5.8	17	President	10	1 - 5	100%
	3.	50	20	-	10	20	10	Vice-Pres.	10	2	0%
	4.	56.2	18.8	18.8	6.2	-	16	Dean	12	2	100%
	5.	x	x	x	x	-			10	2	-

* 'other' members are not always counted into the sums; 1= Governing Body; 2= Senat; 3= Finance Cttee (central level); 4= Department/Faculty B.; 5= Institut/Subject Level

Table 2.2.2: MEMBERSHIP IN BODIES AND COMMITTEES

		Composition (Distribution in %)									
		Professors	Acad. Staff	Students	Aux. Staff	other	Σ*	Chairman	No. of Annual Meetings	Length of Service	% Elected
University Erlangen-Nürnberg	1.	52	18	18	9	3	136	elected	2	2	95%
	2.	54.5	18.2	18.2	9.1	18.2	22	President	2	2	97%
	3.	55	15	10	10	10	11	Vice-Pres.	10	2	0%
	4.	58.3	16	16	9	-	12	Dean	12	2	100%
	5.	x	x	x	x	-	-	elected	12	2	100%
University Karlsruhe	1.	36	36.2	12.1	12.1	7	58	Rector	2	3	100%
	2.	34.6	42.3	11.5	11.5	15.3	26	Rector	10	3	100%
	3.	36	10	10	10	34	11	Rector	8	3	0%
	4.	28.6	38.1	14.2	14.2	4.8	21	Dean	8	2 - 3	100%
	5.										
TH Aachen	1.	55.2	23.3	18	10	0.5	696	Rector	1	2	48%
	2.	46.1	25.6	20.5	7.6		39	Rector	10	2	66%
	3.	37	21	21	21	-	19	Pro-Rec.	8	2	0%
	4.	61.2	16.4	13.4	8.9	-	67	Dean	8	2	22%
	5.	88	6	3	3	-	67	elected	7	2	27%
University Wageningen	1.		33.3		33.3	33.3					
	2.						27	elected	20	3	82%
	3.	77		11	12	-	-				
	4.		50		25	25	-	9 elected	15	3	0%
	5.	x		x	x	x	-	32 Dean	11	2 - 5	100%
								elected	10	2 - 5	100%

* 'other' members are not always counted into the sums

Table 2.2.3: MEMBERSHIP IN BODIES AND COMMITTEES

		Composition (Distribution in %)									
		Professors	Acad. Staff	Students	Aux. Staff	other	Σ	Chairman	No. of Annual Meetings	Length of Service	% Elected
University Nijmegen	1.	33.3		33.3	33.3		27	elected	20		
	2.	100(Deans)				10	9	Rector	10		
	3.	81		19			11	elected	15		
	4.	x	x	x	x			Dean	12		
	5.										
TH Twente	1.	33.3		33.3	33.3		27	elected	22	3 - 4	85%
	2.	100(Deans)				10	9	Rector	10	3 - 4	100%
	3.	81		19			11	elected	20	3 - 4	100%
	4.	26.3	26.3	26.3	21.1		19	Dean	11	3 - 4	100%
	5.	x	x	x	x	-		elected	10	2	100%
University Leiden	1.	33.3		33.3	33.3		27	elected	20	2	100%
	2.	100(Deans)				10		Rector	11	2	85%
	3.	69	15	16			13	elected		2	55%
	4.	x	x	x	x		12		12	2	100%
	5.										
University Vet.med.Wien	1.	50	25	21	4	5.8	68	Recotr	1	2 - 5	
	2.										
	3.	50	25	25			4	elected		2 - 5	25%
	4.										
	5.	28.5	28.5	28.5	14.2	-	7	elected	12	2 - 5	70%

* 'other' members are not always counted into the sums

Table 2.2.4: MEMBERSHIP IN BODIES AND COMMITTEES

		Composition (Distribution in %)							No. of Annual Meetings	Length of Service	% Elected
		Professors	Acad. Staff	Students	Aux. Staff	other	Σ*	Chairman			
College of Arts Wien	1.										
	2.	69.2	15.4	15.4		7.7	13	Rector	12	3	71 %
	3.										
	4.										
	5.	55.6	22.2	22.2			9	elected	12	1 - 3	83 %
University Wien	1.	32.2	32.2	32.2	2.8	-	589	Pro-Rec.	2	2 - 5	61 %
	2.	45.8	29.1	20.8	4.1	8.3	24	Rector	12	2 - 5	61 %
	3.	50	25	25	-	-	4	elected		2 - 5	0 %
	4.	45.4	22.7	22.7	9.1		22	Dean	12	2	100 %
	5.	32.2	32.2	32.2	3.4	-	31	elected	12	2	100 %
TU Graz	1.										
	2.	x	x	x	x	x		Rector	12	2	61 %
	3.	20	20	20	20	20	10	elected		2	0 %
	4.	x	x	x	x			Dean	12	2	100 %
	5.										
University Linz	1.										
	2.	57.1	21.4	14.3	7.1	21.4	14	Rector	12	2	61 %
	3.	20	20	20	20	20	10	elected		2	0 %
	4.	52.3	23.8	23.8			42	Dean	12	2	75 %
	5.	32.2	32.2	32.2	3.4		31	elected	12	1 - 3	100 %

* 'other' members are not always counted into the sums

Table 2.3 (c): DEVELOPMENT OF NUMBER OF BODIES

Universities	Number of Bodies
Saarbrücken	increased considerably
Hamburg	been approximately stable
Berlin	increased considerably
Trier	increased considerably
Erlangen-Nürnberg	increased slightly
Karlsruhe	increased slightly
Aachen	been approximately stable
Wageningen	increased considerably
Nijmegen	increased slightly
Twente	increased slightly
Leiden	increased slightly
Vet.med.Wien	increased considerably
Arts Wien	increased slightly
Wien	increased considerably
Graz	increased slightly
Linz	increased considerably

Table 2.4.1: Chart of Main Officers in German Universities

Präsident/Rektor (1)

(Head of Institution)

Appointed by the State government
Tenured, but only for specified period
Responsible to Ministry and highest academic body
Formal remission of teaching duties 1.0

Vizepräsident/Prorektor (ur to 4)

(Vicepresident/Vicerector)

Elected by governing body
Part-time
Responsible to different bodies
Formal remission of teaching duties 0.5

Bibliotheksdirektor (1)

(Director of Library)

Appointed by state government
Tenured until retirement
Responsible to head of institution

Kanzler/Leitender Verwaltungsbeamter (1)

(Head of Administration)

Appointed by the State government
Tenured until retirement
Responsible to the Ministry and the head of the institution.

Dekane(1 per faculty/department)

Deans

Elected by faculty/department board
Parttime
Responsible to electing body
Formal reduction of teaching duties up to 0.5 possible

Abteilungsleiter (in der Verwaltung)

(Heads of Administrative Departments)

Appointed by head of the institution
Tenured until retirement or employee
Responsible to the head of administration

Table 2.4.2: Chart of Main Officers in Dutch Universities

Chairman of Governing Body Executive (1)

Appointed by the Crown
Tenured until retirement
Responsible to the Ministry and the governing board

Chairman of Governing Body (1)

Appointed by governing body
Length of service 2 years
Responsible to governing body
Formal reduction of teaching duties 60 days per year

Rector Magnificus (1)

Appointed by the Crown
Length of service: two years
Responsible to the Ministry and the governing board
Formal reduction of teaching duties possible

Secretaris (1)

(Head of Administration)

Appointed by the Crown
Tenured until retirement
Responsible to the governing board executive

Director of the Library (1)

Appointed by the governing body executive
Tenured on indefinite time
Responsible to the ministry

Dean (1 per faculty)

Appointed by the faculty board
Length of service 3 years
Responsible to the faculty board
Reduction of teaching duties: 0.3

Heads of Administrative Departments

Appointed by the governing body executive
Tenured until retirement
Responsible to the Secretaris

Table 2.4.3:

Chart of main officers in Austrian Universities

Rektor (1)

(Head of Institution)

Elected by constitutive body
Tenured limited (1 year before Rector 'Prärektor', then 2 years 'Rektor', after that 1 year 'Prorektor')
Responsible to Senatus and the Ministry
No formal remission of teaching duties, but possible on request

Dekan(1 dean per faculty)

Elected by faculty board
Tenured (1 year before dean 'Prädekan', 2 years dean and after that 1 year 'Prodekan')
Responsible to the Faculty Board, the Senatus and the Ministry
No formal reduction of teaching duties, but possible on request

Universitätsdirektor/Rektoratsdirektor (1)

(Head of Administration)

Appointed by the Ministry
Tenured until retirement
Responsible to the Ministry and the 'Rektor'

Director of Library (1)

Appointed by the Ministry
Tenured on indefinite time
Responsible to the Ministry

Explanations to Tables 3.1.1 - 3.1.4

In column 1, the classification appropriate to the institution is marked . The classification key is as follows and is based upon the degree of constitutional autonomy (it being recognised that the limitations placed on the provision of finance is often the real restriction to effective autonomy):

A. Requires approval of an external body (e.g.Minister of Education) which is not always granted (i.e. it is a recommendation to that body).

B. Requires formal approval of an external body but almost always granted (i.e. it is presented for ratification).

C. Requires reporting to an external body (i.e. it is a decision which has to be reported to an external body which could ask for it to be reconsidered). If a committee contains an external representative with veto rights, the answer given should be C.

D. Requires no external approval or endorsement provided the institution is operating within its written legal constitution.

E. Requires no external approval and not directly constrained by the institutions constitution.

In column 2, 'Formal Authority' is the name of the internal body which is legally responsible for the approval of the decision (or recommendation) or the body to which has formally delegated its powers (e.g. if the Senate has given a Faculty Board the authority to make appointments of academic staff i.e. to enter into contracts with individuals without ratification by the Senate then 'Faculty Board' is the correct answer; if the Senate traditionally accepts the Faculty Board's recommendation but has not formally delegated its power to act then the correct answer is the 'Senate').

In column 3, 'Effective Decision' means the body which is the key body in relation to that particular decision (i.e.it might not have the final authority but its recommendations are normally accepted).

In column 4, 'Bodies elaborating proposal' means the bodies responsible for formulating the details of a proposal to be presented to the superior committee.

In column 5, 'Number of Other Bodies Consulted' is a statement of the number of bodies in the formal organisational structure which would normally be consulted before approval of the decision.

Table 3.1.1: DECISION LOCATION

Decision example: Appointment of a Professor	Autonomy 1	Formal Authority 2	Effective Decision 3	Bodies Elaborate Proposals 4	No. of Other Bodies Consulted 5
Universities					
Saarbrücken	A	Senat	Department B.		2
Hamburg	B	Senat	Department B.	Council	
Berlin	A	-	President	Departm.	-
Trier	A	Senat	Finance Cttee	Departm.	1
Erlangen-Nürnb.	A	Senat	Department B.	Appoint.Cttee	1
Karlsruhe	B	Senat	Appointment Cttee	Faculty B.	1
Aachen	A	Senat	Faculty B.	Appoint. Cttee	-
Wageningen	B	Gov. Board Execut.	Subject Group	3 Cttees	1
Nijmegen	B	"	Faculty B.	4 Cttes	2
Twente	B	"	"	2 Cttees	2
Leiden	B	"	Subject Group	"	2
Vet.med. Wien	A	Council	Ministry	Faculty B.	-
Arts Wien	A		Ministry	Council	1
Wien	A	Council	Ministry	Faculty B.	-
Graz	A	"	"	"	-
Linz	A	"	"	"	-

Table 3.1.2:

Decision example: Creation of a new Faculty

	DECISION LOCATION				
	Autonomy	Formal Authority	Effective Decision	Bodies Elaborate Proposals	No. of Other Bodies Consulted
	1	2	3	4	5
Universities					
Saarbrücken	A		Department B.		2
Hamburg	A	Senat	Fin.&Planning Cttee		4
Berlin	A	Gov. Body	Senat	Pres.	3
Trier	A	Constit. Body		Senat	2
Erlangen-Nürnb.	A	Senat	Department B.	Fin.&Plan.Ct.	3
Karlsruhe	A	Senat	Department B.	Instituts	1
Aachen	A	Senat	Faculty B.	Constit.B.	2
Wageningen	A	Govern. Body	Faculty B.	2 Cttees	-
Nijmegen	A	"	"	"	-
Twente	A	"	"	"	-
Leiden	A	"	"	"	-
Vet.med. Wien	A	Govern. Body	Ministry	Faculty B.	1
Arts Wien	A		"	Gov. Body	1
Wien	A	Govern. Body	"	Faculty B.	3
Graz	A	"	"	"	1
Linz	A	"	"	"	1

Table 3.1.3: DECISION LOCATION

Decision example: Promotion of a tenured Staff member to higher salary grade	Autonomy 1	Formal Authority 2	Effective Decision 3	Bodies Elaborate Proposals 4	No. of Other Bodies Consulted 5
Universities					
Saarbrücken	D	President	Department B.		-
Hamburg	A	President	Department B.	Subject	1
Berlin	B	Govern. Body	Gov. Body Cttee	Department B.	1
Trier	A	Senat	Finance Cttee	Departm. B.	2
Erlangen-Nürnb.	A	President	Institut	Institut	1
Karlsruhe	A	Rector		Subject	-
Aachen	A	"		Faculty B.	1
Wageningen	D	Gov. Body Execut.	Personnel Cttee		2
Nijmegen	D	"	"		2
Twente	D	"	"		2
Leiden	D	"	"		2
Vet.med. Wien	A	Govern. Body	Ministry	Person.Cttee	1
Arts Wien	A	"	"	"	1
Wien	A	"	"	"	1
Graz	A	Faculty B.	"	Faculty B.	-
Linz	A	"	"	"	-

Table 3.1.4:

Decision example: Purchase of a Computer

	DECISION LOCATION				
	Autonomy	Formal Authority	Effective Decision	Bodies Elaborate Proposals	No. of Other Bodies Consulted
	1	2	3	4	5
Universities					
Saarbrücken	E		Departm. Body	Professor	1
Hamburg	D[1]		"	Subject	1
Berlin	D[1]	Govern. Body	"		2
Trier	D		Finance Cttee	Departm. B.	2
Erlangen-Nürnb.	A	Senat	Computing Cttee	Institut	2
Karlsruhe	D[2]		Institut		1
Aachen	A				
Wageningen	D		Gov. Body Execut.	Subject Gr.	3
Nijmegen	D		"	"	3
Twente	D[1]		"	"	3
Leiden	D		"	"	3
Vet.med. Wien	A		Ministry	Gov. Body	1
Arts Wien	A		Gov. Body	Departm. B.	3
Wien	A		Ministry	Departm. B.	
Graz	A	Institut B. Exec.	"	Institut B.	3
Linz	A	"	"	"	

1) up to 10.000 DM; 2) up to 20.000 DM

Explanations to table 3.2:

The levels referred to are very general ones; they may not be identical to those in any particular institution but please respond to the best of your ability:

1 = University governing bodies (e.g. Council, Senate).
2 = Specialist University-wide committees of those bodies.
3 = Area or Faculty Level (e.g. Faculty of Science).
4 = Unit or Department Level (e.g. Department of Physics, Chemistry etc.).

A The level which has both 'Formal' and 'effective' authority (see notes on item 3.1).

B The level which has 'formal' authority.

C The level which has 'effective' authority.

D The level is consulted prior to the decision being taken.

Table 3.2: INTERNAL DECENTRALISATION

Decision Examples	1 A	1 B	1 C	1 D	2 A	2 B	2 C	2 D	3 A	3 B	3 C	3 D	4 A	4 B	4 C	4 D
1. Distribution of teaching posts to the 'Faculties'	10		1	2	1		2				6					2
2. Distribution of teaching posts to the 'Departments/Subjects Groups/Institutes'	6			2	1				4		3					5
3. Appointment of an individual to a teaching post in Economics	6	1		1					5		4	5				4
4. Distribution of funds for consumable teaching and research materials in the Faculty of Science	2	2		1		1			5		4	2				2
5. Changes to the curriculum of a degree course in History	3	1		1	1		2		4		4	1		2		1
6. Introduction of a new disciplin in the Faculty of Engineering	7	1		1			1		2	1	2	2				3
7. Transferring monies from the budget agreed for technician salaries in the Department of Physics to the budget for the purchase of consumable materials for that Department	-				-				-				- *			
8. Acceptance of a grant for research in Psychology from the relevant national Research Council	2	2			1						1	3	5		2	4
9. Transfer of the usage of a laboratory from Physics to Chemistry	1		1						3	1	2	2	3		2	4

* Not legal in all three countries

Table 3.3.1: Creation of an Annual Budget in the University of th
Saarland in Saarbrücken (Germany)

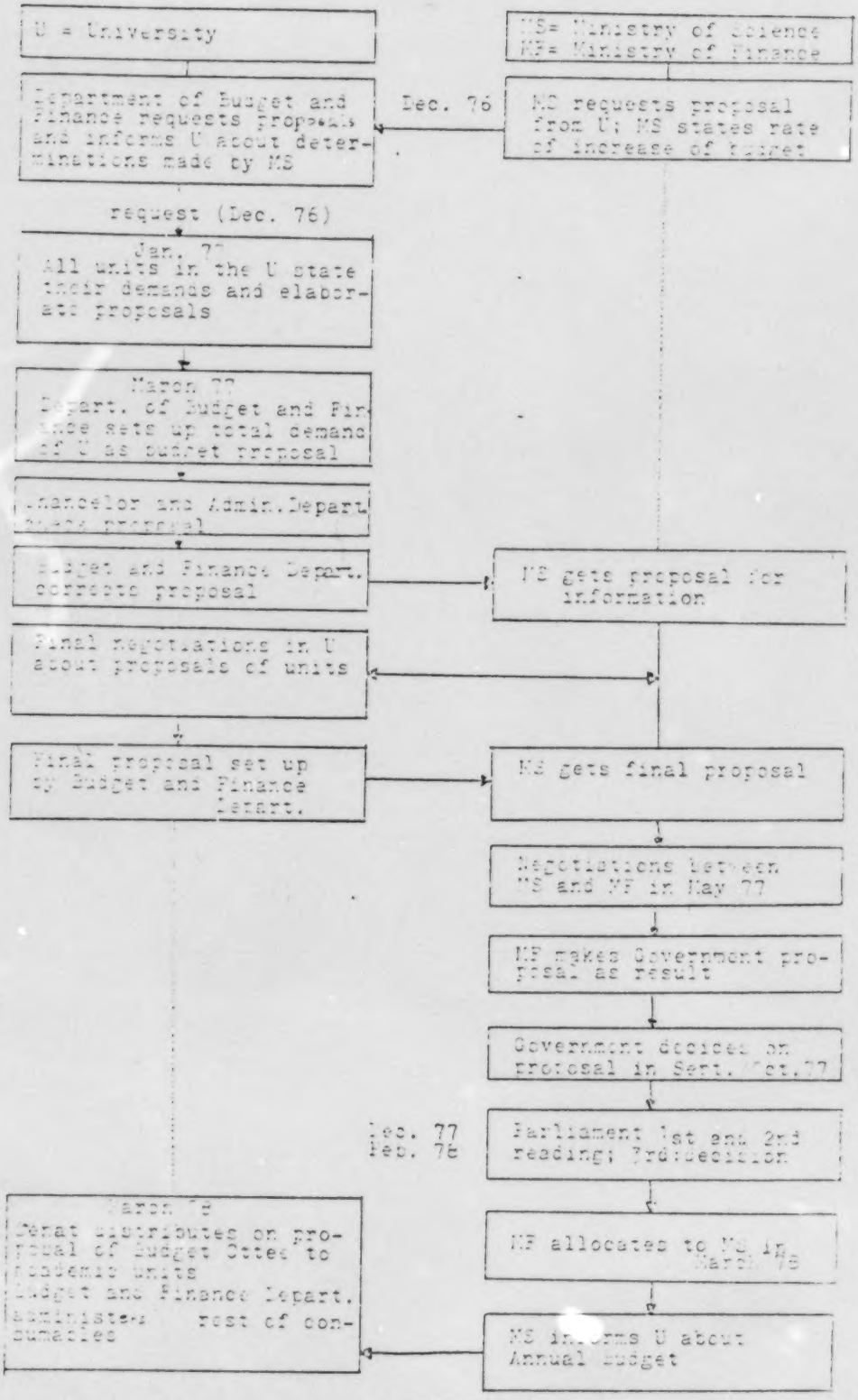

U = University
MS= Ministry of Science
MF= Ministry of Finance
Department of Budget and Finance requests proposals and informs U about determinations made by MS
Dec. 76
MS requests proposal from U; MS states rate of increase of budget
request (Dec. 76)
Jan. 77
All units in the U state their demands and elaborate proposals
March 77
Depart. of Budget and Finance sets up total demand of U as budget proposal
Chancelor and Admin. Depart. check proposal
Budget and Finance Depart. corrects proposal
MS gets proposal for information
Final negotiations in U about proposals of units
Final proposal set up by Budget and Finance Depart.
MS gets final proposal
Negotiations between MS and MF in May 77
MF makes Government proposal as result
Government decides on proposal in Sept./Oct. 77
Dec. 77
Feb. 78
Parliament 1st and 2nd reading; 3rd: decision
March 78
Senat distributes on proposal of Budget Otted to academic units
Budget and Finance Depart. administers rest of consumables
MF allocates to MS in March 78
MS informs U about Annual Budget

Table 3.3.2: Creation of an Annual Budget in the Techn. University of Aachen (Germany)

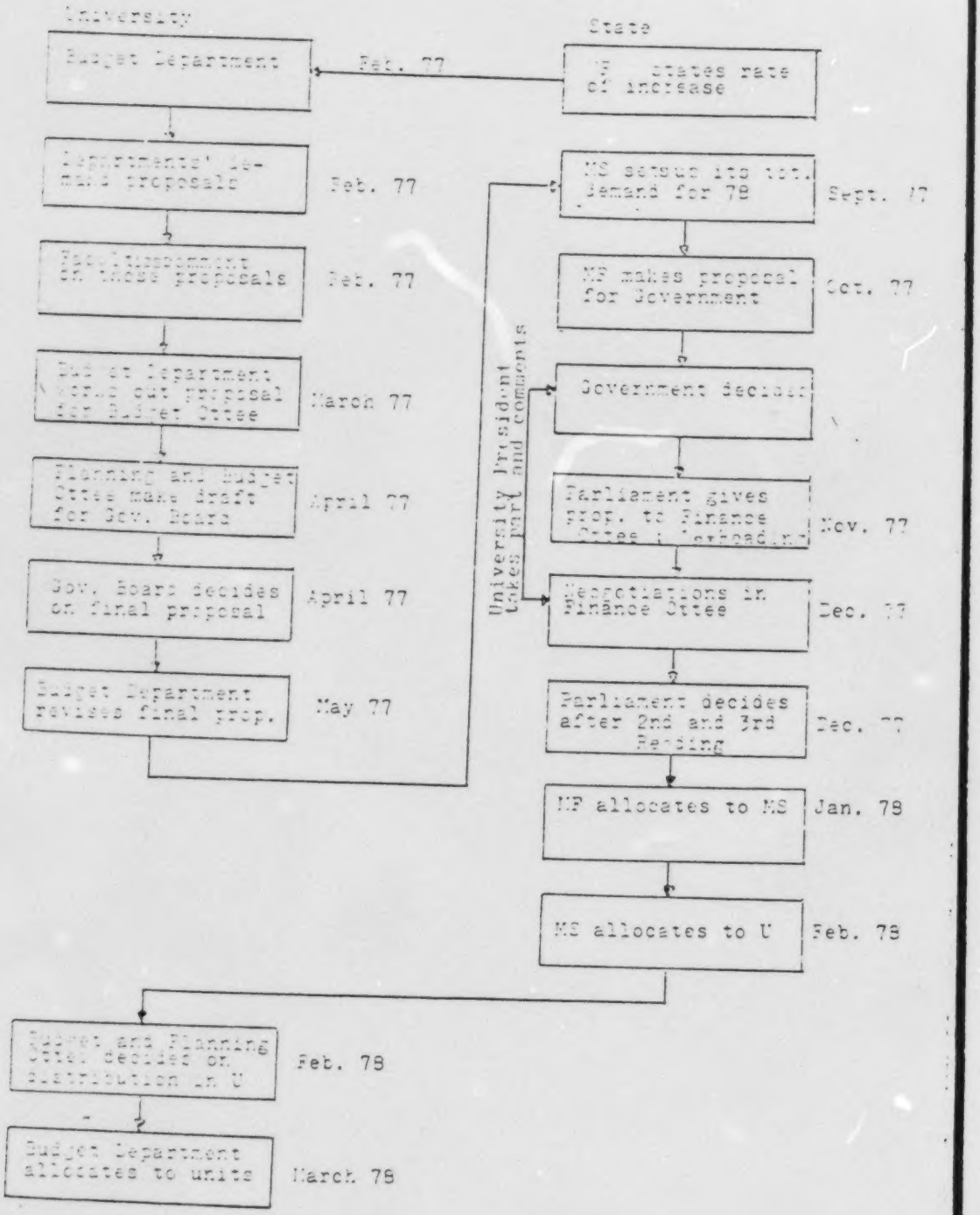


Table 3.3.3: Creation of an Annual Budget in the Veterinary Med. University of Wien (Austria)

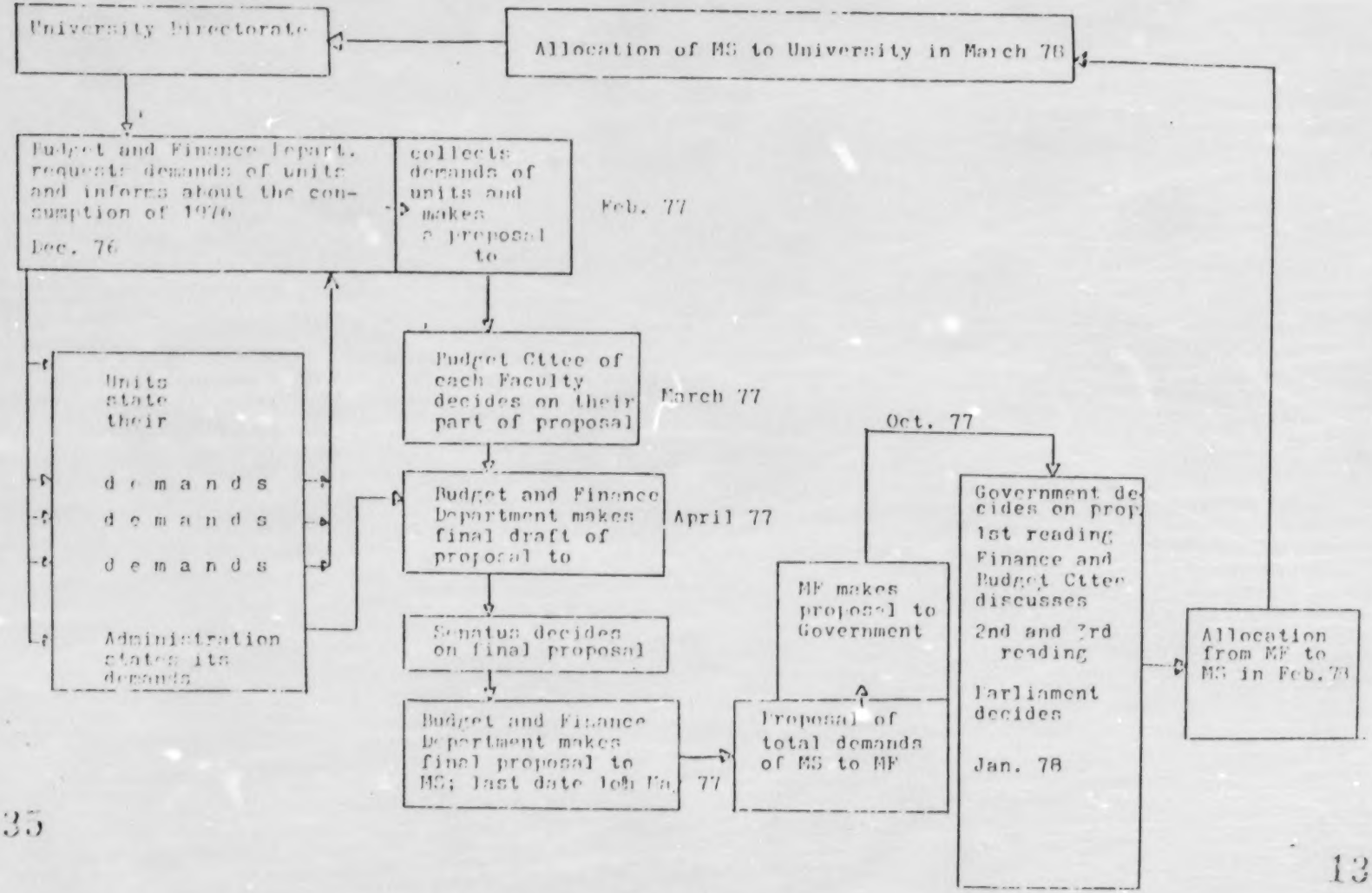

University Directorate
Allocation of MS to University in March 78
Budget and Finance Depart. requests demands of units and informs about the consumption of 1976
Dec. 76
collects demands of units and makes a proposal to
Feb. 77
Budget Cttee of each Faculty decides on their part of proposal
March 77
Units state their
d e m a n d s
d e m a n d s
d e m a n d s
Administration states its demands
Budget and Finance Department makes final draft of proposal to
April 77
Senatus decides on final proposal
Budget and Finance Department makes final proposal to MS; last date 15th Ma 77
Proposal of total demands of MS to MF
MF makes proposal to Government
Oct. 77
Government decides on prop
1st reading
Finance and Budget Cttee discusses
2nd and 3rd reading
Parliament decides
Jan. 78
Allocation from MF to MS in Feb. 78
135
136

Table 3.3.4: Creation of an Annual Budget in the Techn. University of Graz (Austria)

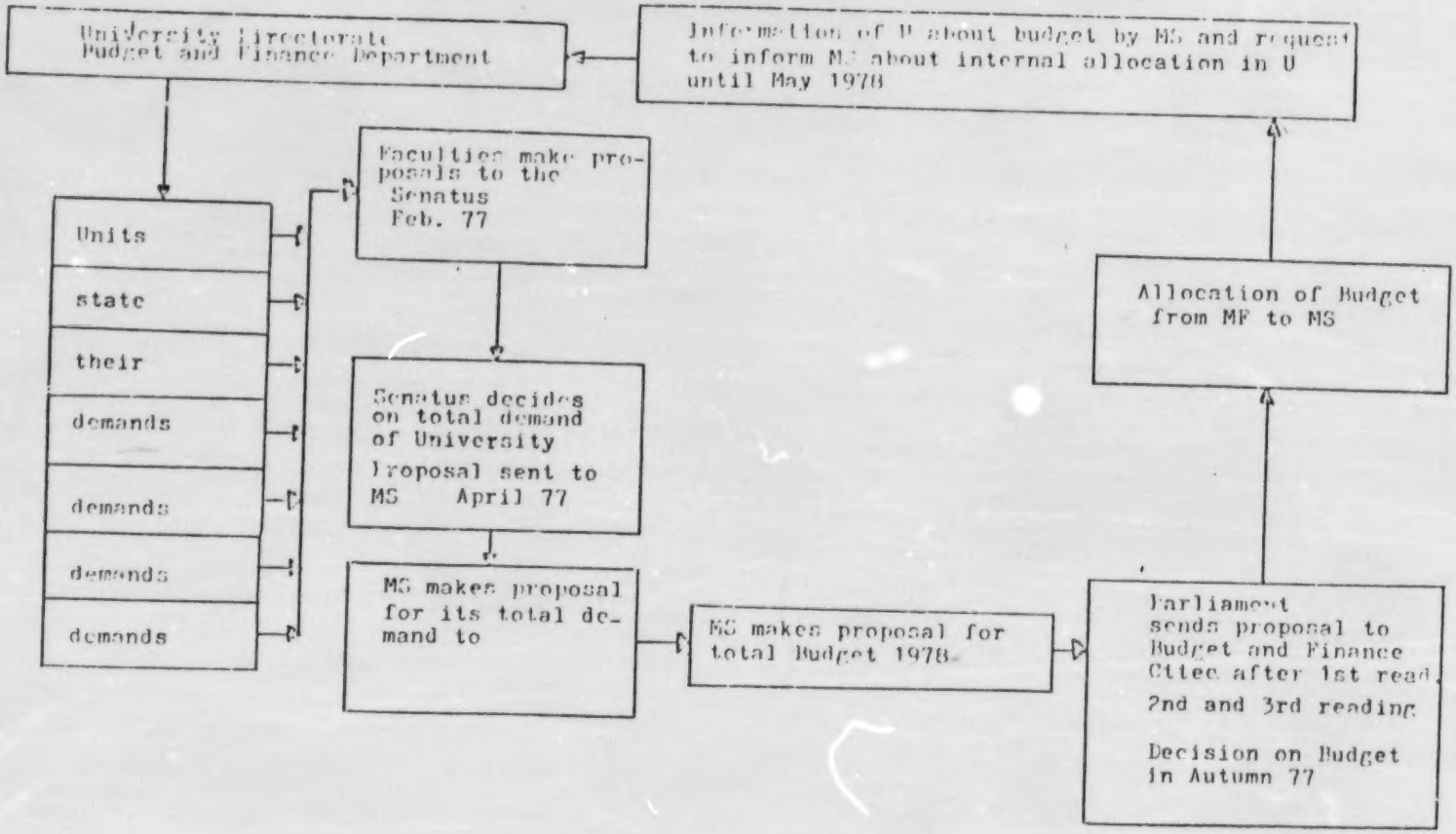

University Directorate
Budget and Finance Department
Information of U about budget by MS and request to inform MS about internal allocation in U until May 1978
Faculties make proposals to the Senatus Feb. 77
Units
state
their
demands
demands
demands
demands
Senatus decides on total demand of University
Proposal sent to MS April 77
MS makes proposal for its total demand to
MS makes proposal for total Budget 1978
Parliament sends proposal to Budget and Finance Ctiee after 1st read
2nd and 3rd reading
Decision on Budget in Autumn 77
Allocation of Budget from MF to MS

Table 3.3.5: Creation of an Annual Budget in the University of Nijmegen (The Netherl.)

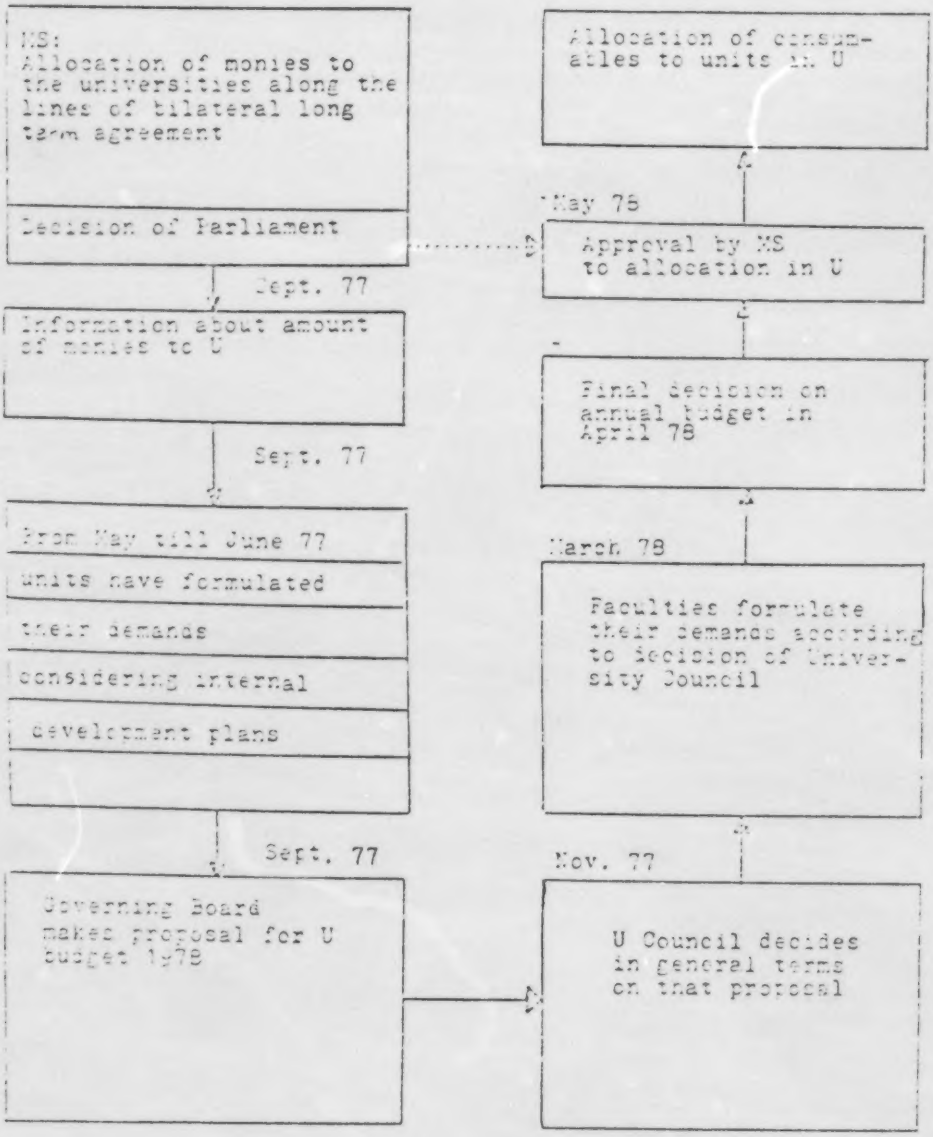

MS:
Allocation of monies to the universities along the lines of bilateral long term agreement
Decision of Parliament
Sept. 77
Information about amount of monies to U
Sept. 77
From May till June 77
units have formulated
their demands
considering internal
development plans
Sept. 77
Governing Board makes proposal for U budget 1979
Allocation of consumables to units in U
May 79
Approval by MS to allocation in U
Final decision on annual budget in April 78
March 78
Faculties formulate their demands according to decision of University Council
Nov. 77
U Council decides in general terms on that proposal

Table 4.1.1: Administrative Structure of the University of the Saarland in Saarbrücken (Germany)

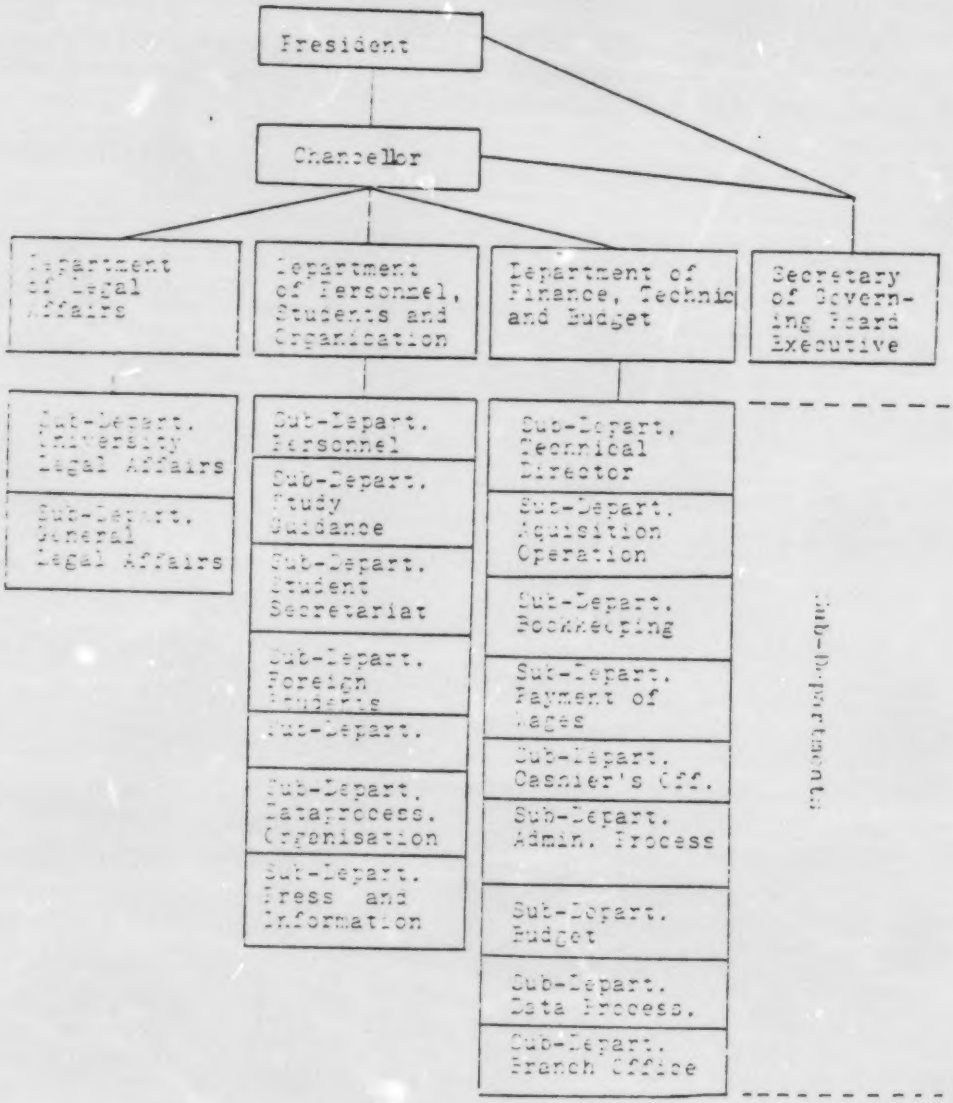


Table 4.1.2: Administrative Structure of the University of Linz (Austria)

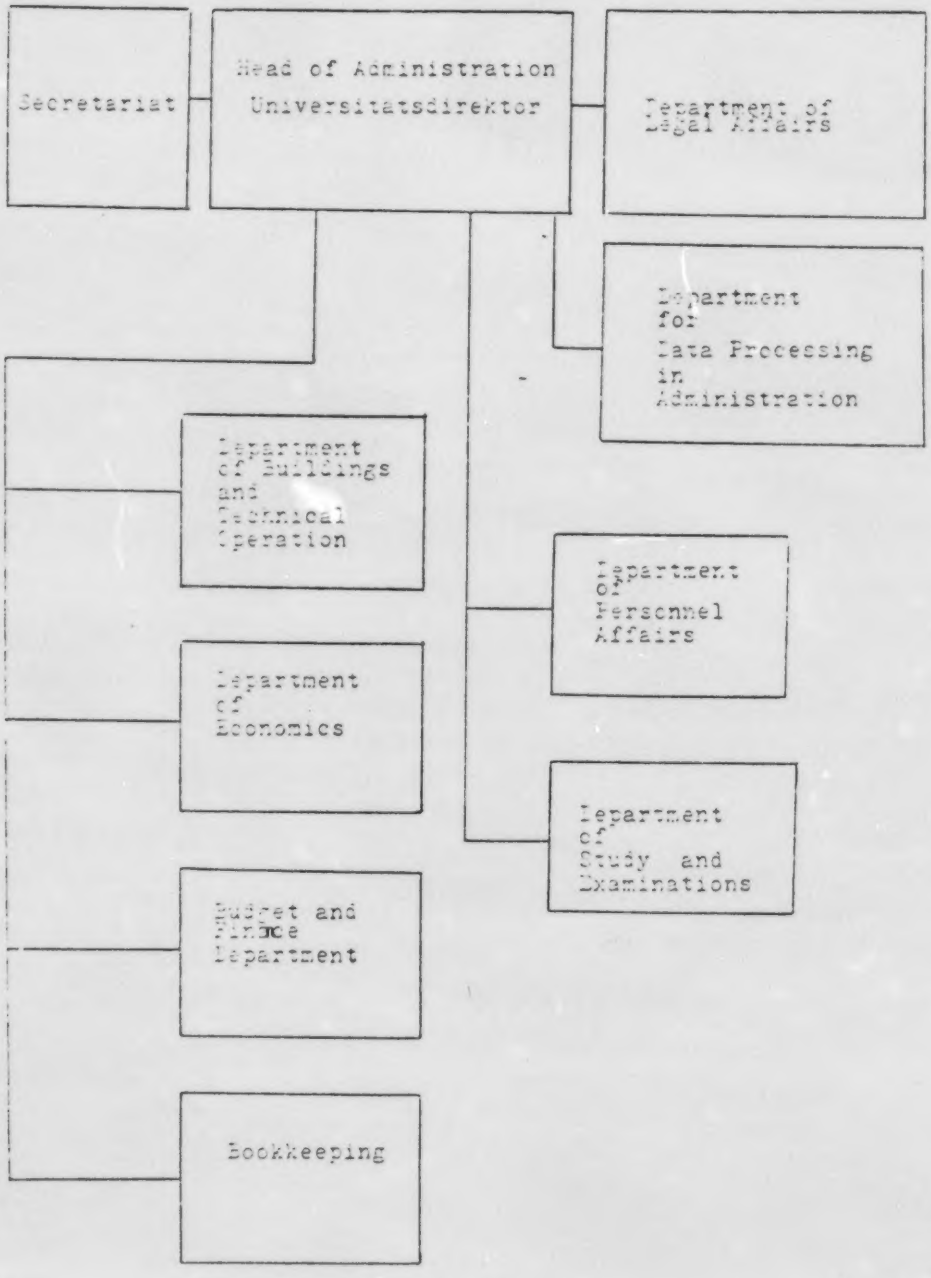


Table 4.1.3: Administrative Structure of the University of Wageningen (The Netherlands)

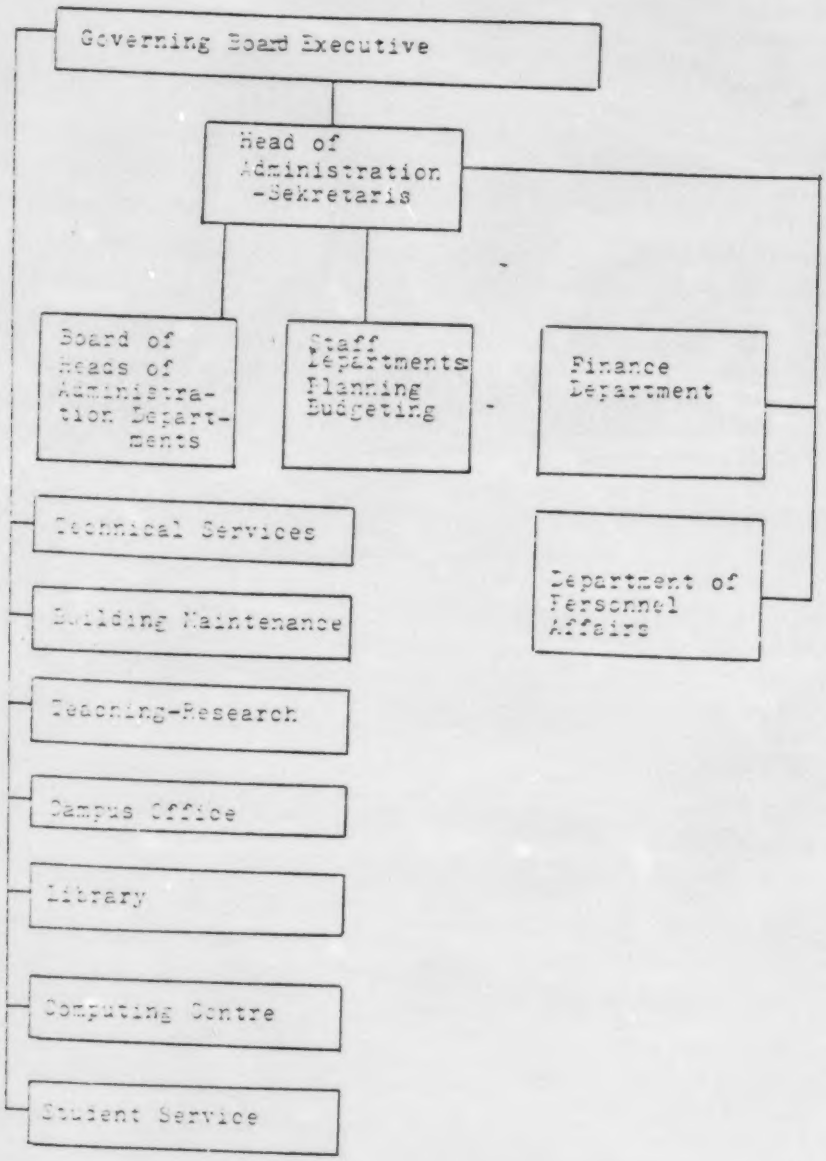


Table 4.2. (b) : CONTROL

Universities	Determination of the size of the annual budget of administration	
	Ministry	Senatus
Saarbrücken	x	
Hamburg	x	
Berlin	x	
Trier	x	
Erlangen-Nürnberg	x	
Karlsruhe	x	
Aachen	x	
Wageningen	x	
Nijmegen	x	
Twente	x	
Leiden	x	
Vet.med.Wien	x	
Arts Wien	x	
Wien	x	
Graz	x	
Linz	x	

Table 4.3. (a) : LEADERSHIP OF ADMINISTRATION

Universities	Formal Responsibility of President/Rector: to			
	1968		1978	
	Ministry	Senatus	Ministry	Senatus
Saarbrücken		x		x
Hamburg		x		x
Berlin		x		x
Trier				x
Erlangen-Nürnberg		x	x	
Karlsruhe		x	x	
Aachen	x		x	
Wageningen	x		x	
Nijmegen	x		x	
Twente	x		x	
Leiden	x		x	
Vet.med.Wien	x		x	
Graz	x		x	
Linz	x		x	

Table 4.3. (b): Leadership of the Central Administration

Universities	Number		Appointed by Ministry		Gov. Board		Length of service	
	1968	1978	1968	1978	1968	1978	1968	1978
Saarbrücken	1	1	x	x			Life	Life
Hamburg	-	1	-	x			-	Life
Berlin	-	1	-	-	-	x	-	Life
Trier	-	1	-	x			-	Life
Erlangen-Nürnberg	1	1	x	x			Life	Life
Karlsruhe	1	1	x	-		x	Life	8 years
Aachen	1	1	x	x			Life	Life
Wegeningen	1	2	x	x			Life	Life
Nijmegen	1	1	x	x			Life	Life
Twente	1	1	x	x			Life	Life
Leiden	1	1	x	x			Life	Life
Vet.med. Wien	1	1	x	x			Life	Life
Arts Wien	-	1	-	x			-	Life
Wien	1	1	x	x			Life	Life
Graz	1	1	x	x			Life	Life
Linz	1	1	x	x			Life	Life

Table 4.3. (c) : COMMITTEEMEMBERSHIP OF HEAD OF ADMINISTRATION

Universities	Governing Board	Governing Board Executive	Senatus	Planning Committee	Finance Cttee
Saarbrücken		x		x	x
Hamburg					
Berlin	x		x	x	x
Trier			x	x	x
Erlangen-Nürnberg	x		x		x
Karlsruhe	x	x	x	x	x
Aachen	x	x	x	x	x
Wageningen	x	x	x	x	x
Nijmegen	x	x	x	x	x
Twente	x	x	x	x	x
Leiden	x	x	x	x	x
Vet.med.Wien		x	x		x
Arts Wien		x	x		x
Wien		x	x	x	x
Graz			x		
Linz			x		

Table 4.6 (a) :

Participation in Training Activities

Universities	Conference	Seminars regional	Seminars suprareg.	Courses 1 week	Courses 1-4 weeks	Courses up to 1 year	Courses more
Saarbrücken	U	U	U	U	U	P	
Hamburg	U	U,P	U				
Berlin		U,P	U	U			
Trier	U						
Erlangen-Nürnberg				U,P	U,P,O		
Karlsruhe		U	U,P,O	U	O		
Aachen				U	U,O		
Wageningen	U,P,O		U,P	U,P,O	U,P,O	U,P,O	U,P,O
Nijmegen	U,P,O		U,P	P,O			
Twente	U						
Leiden	U,P,O		U,P				
Vet.med.Wien			U,P	P			
Arts Wien	U	U,P	U,P	P			
Wien			U,P	U,P			
Graz			U,P	U,P			
Linz			U,P,O	U,P	P		

U= for university admin only; P= for public admin at large; O= other training activities

Table 4.6. (b) : International Contacts

Universities	Foreign language proficiency		Study/exchange visits		Attend. of international Conferences		International Contacts		
	1968	1978	1968	1978	1968	1978	+	0	-
Saarbrücken	20 %	25 %	-	-	-	-	x		
Hamburg	-	50 %	-	5 %	-	1 %	x		
Berlin	-	80 %	-	10 %	-	-	x		
Trier	-	10 %	-	5 %	-	5 %	x		
Erlangen-Nürnberg	15 %	30 %	-	1 %	-	1 %	x		
Karlsruhe	10 %	10 %	-	-	1 %	1 %		x	
Aachen	25 %	40 %	-	0.5%	-	-	x		
Wageningen	100 %	100 %	-	30%	-	30 %	x		
Nijmegen	100 %	100 %	-	15 %	-	15 %	x		
Twente	100 %	100 %	-	-	-	-		x	
Leiden	100 %	100 %	-	10 %	-	10 %	x		
Vet.med.Wien	50 %	50 %	-	5 %	-	5 %		x	
Arts Wien	-	50 %	-	-	-	-		x	
Wien	-	80 %	-	1 %	-	1 %		x	
Graz	-	80 %	-	-	-	-		x	
Linz	-	80 %	-	1.5 %	-	2 %		x	

Table 4.6. (c) : Personnel Policy

Universities	Admin. Library		Training		Job-rotation		Secondment/Exchanges		Paid study leave	
	1968	1978	1968	1978	1968	1978	1968	1978	1968	1978
Saarbrücken	no	yes	no	yes	no	yes	no	no	yes	yes
Hamburg	no	no	no	yes	yes	yes	yes	yes	yes	yes
Berlin	no	no	yes	yes	yes	yes	no	no	no	no
Trier	no	yes	no	yes	no		no	no		no
Erlangen-Nürnberg	no	yes	no	yes	no	no	no	no	no	no
Karlsruhe	no	yes	no	no	no	yes	no	no	no	no
Aachen	yes	yes	yes	yes	yes	yes	no	no	yes	yes
Wageningen	no	yes	yes	yes	no	yes	no	yes	no	yes
Nijmegen	no	yes	no	yes	no	yes	no	yes	no	no
Twente	yes	yes	yes	yes	yes	no	yes	yes	yes	yes
Leiden	yes	no	yes	no	yes	no	yes	no	yes	no
Vet.med.Wien	yes	yes	yes	yes	no	no	no	no	no	no
Arts Wien	yes	yes	yes	yes	no	no	no	no	no	no
Wien	yes	yes	yes	yes	no	no	no	no	no	no
Graz	yes	yes	yes	yes	no	no	no	no	no	no
Linz	yes	yes	yes	yes	no	no	no	no	no	no

Table 4.6. (d-e): Administrative Personnel

Universities	Participation in training	Experience on-the-job			Staff with academic degree
	%	-5	5 - 10	10+	
Saarbrücken	25 %	33 %	33 %	33 %	20
Hamburg	50 %	60 %	30 %	10 %	38
Berlin	50 %	33 %	33 %	33 %	54
Trier	35 %	40 %	50 %	10 %	6
Erlangen-Nürnberg	3 %	20 %	40 %	40 %	21
Karlsruhe	20 %	50 %	40 %	10 %	12
Aachen	10 %	24 %	38 %	38 %	16
Wageningen	60 %	33 %	33 %	33 %	-
Nijmegen	30 %	33 %	33 %	33 %	-
Twente	5 %	30 %	40 %	30 %	-
Leiden	20 %	30 %	40 %	30 %	-
Vet.med.Wien	10 %	50 %	30 %	20 %	1
Arts Wien	3 %	50 %	30 %	20 %	1
Wien	10 %	60 %	38 %	2 %	8
Graz	5 %	50 %	40 %	10 %	2
Linz	10 %	50 %	40 %	10 %	2

Table 4.7 :

COMPUTERISATION	Major Usage				Minor Usage				No Usage but Usage Planned				No Usage x No Plans			
	D	NL	A	O	D	NL	A	O	D	NL	A	O	D	NL	A	O
Student Records	100	75	100	91.7	-	25	-	8.3	-	-	-	-	-	-	-	-
Student Admission	100	75	100	91.7	-	25	-	8.3	-	-	-	-	-	-	-	-
Student Exams	28.5	50	-	26.1	71.5	25	25	40.5	-	-	75	25	-	25	-	8.3
Student Statistics	100	50	100	83.3	-	25	-	8.3	-	25	-	8.3	-	-	-	-
Payment of Wages	100	25	-	41.6	-	75	-	25	-	-	-	-	-	-	*	-
Payment of Bills	28.5	25	-	17.8	42.9	50	-	30.8	14.3	25	-	13.1	28.5	-	*	9.5
Income Analysis	14.3	25	25	21.5	57.1	75	-	44	28.5	-	25	17.8	14.3	-	50	21.4
Expenditure Analysis	28.5	-	25	17.8	42.9	75	25	47.6	-	-	25	8.3	14.3	-	25	13.1
Budgetary Control	42.9	25	50	39.2	28.5	50	-	26.2	28.5	25	25	26.1	28.5	-	25	17.8
Staff Records	42.9	25	25	30.8	14.3	75	50	46.4	-	-	25	8.3	-	-	-	-
Equipment Inventories	28.5	25	50	34.5	28.5	75	-	34.5	28.5	-	50	26.1	-	-	-	-
Space Allocation	57.1	25	25	35.1	14.3	50	-	21.4	28.5	25	25	26.1	-	-	50	16.6
Library Procedures	28.5	25	-	53.5	42.9	50	25	39.3	14.3	25	75	38.1	14.3	-	-	4.76
Teaching Timetables	14.3	-	-	4.8	28.5	-	-	9.5	28.5	50	75	51.2	28.5	50	-	26.1
Modelling/Simulations	14.3	25	-	13.1	14.3	25	25	21.4	-	-	-	-	57.1	50	75	60.7
Incidence with National Systems	8				1				1				8			

* Done by the federal government

Table 4.3. (a): Administrative Personnel

Universities	Specialisation Percentage of Admin. Staff with Special Acad. Degree	Internal Mobility Percentage of Staff who worked in more than one department	Amount of Decentralised Staff Percentage	Change of that Percentage +	0	-
Saarbrücken	65	66	10	x		
Hamburg	40	50	47	x		
Berlin	68	50	40		x	
Trier	65	40	10	x		
Erlangen-Nürnberg	50	50	25			x
Karlsruhe	50	40	40	x		
Wageningen	40	40	20		x	
Nijmegen	40	20	20		x	
Twente	30	2	10			x
Leiden	45	25	25	x		
Vet.med. Wien	100	25	-			
Arts Wien	100	5	7	x		
Wien	90	10	30	x		
Graz	100	10	7	x		
Linz	100	10	7	x		

Table 4.8. (b) :

Universities	Knowledge of Central Administration Staff (%)				Percentage of Admin Staff who have read OECD Publications
	Marginal Costing	Cost-Benefit Analysis	Management by Objectives	Job Evaluation	
Saartrücken	10	8	15	3	10
Hamburg	5	3	13	10	30
Berlin	5	5	5	5	10
Trier	2	2	2	2	5
Erlangen-Nürnberg	10	3	0	5	2
Karlsruhe	10	15	15	15	15
Wageningen	10	10	10	12	40
Nijmegen	10	10	10	10	35
Twente	5	5	5	5	10
Leiden	10	10	10	10	30
Vet.med. Wien	5	5	5	5	10
Arts Wien	4	4	4	4	2
Wien	2	2	2	2	2
Graz	3	3	9	6	3
Linz	2	2	2	2	4
Average	6.2	5.8	7.1	5.4	14.9

Speed of Decision-Making

Example	D			NL			A		
	+	o	-	+	o	-	+	o	-
Annual Budget	18.8	31.2	5o	3.1	15.7	81.2	7.5	1o	72.5
Staff appointments	12.5	43.7	43.8	3.1	25	71.9	7.5	22.5	7o
Course planning	2o.8	52	27.2	3.1	25	71.9	-	77.5	22.5
Building development	16.6	22.9	6o.5	3.1	31.2	65.7	-	57.5	42.5
Sums of opinions in the respective countries	17.1	37.5	45.4	3.1	24.2	72.7	3.8	41.8	54.3

Total decrease 56.6 %
Total been stable 34.5 %
Total increase 8.9 %

Table 2

- = decreased; o = been stable; + = increased

Table 5:

STATISTICAL SUMMARY OF OPINIONS

The following pages include a statistical summary of the opinions gathered in Section 5 and 6 of the Recording Instrument.

Statistical Summary of opinions by countries: Germany

1. Speed of decision-making	increase	been stable	decrease
Annual budget	18.8	31.3	50.0
Staff appointments	12.5	44.6	43.6
Course planning	20.8	52.	27.0
Building development	16.6	22.9	60.4

2. Processes	1	2	3	4	5	6	7*
Informal activities	8.3	41.6	27.	18.8	4.2	-	-
Time for decisions	4.2	18.8	56.2	18.8	-	2.1	-
Speed of decision-making	-	14.5	50.	33.2	2.1	-	-
Harmony of relationship between management and personnel	-	8.3	22.9	45.8	10.4	10.4	2.1
Stability of decisions	2.1	25.	35.5	20.8	6.2	10.4	-
Continuity of experience of people taking decisions	2.1	22.9	41.7	18.8	8.3	6.2	-

3. Integration of effects	yes	no
a) Are effects integrated in decision process	+ 75.1	- 25.0
b) Constitutionally	+ 83.3	- 16.6
c) Administratively	+ 37.5	- 62.5

4. Objectives	efficient	satisfactory	inefficient
a) Degree of efficiency of decision-taking structures	25.1	58.3	16.6
b) Change since 1968	increased	been stable	decreased
	45.8	43.6	10.4

5. Participation			
a) Increase of participation	yes 72.9	no 27.0	
b) Reasons for increase	legislation	negotiations by personnel	negotiation by institution
	100	-	-
c) Importance of change of participation	most significant change since 1968	on of several major changes	relative minor change
	33.3	58.3	8.3
d) Change of motivation to participate	increased	been stable	decreased
	2.1	77.1	20.8

6. Administration			
a) Proportion of annual budget	too high 16.6	sufficient 48.3	too low 35.5
b) Change of that proportion	increased 52.0	been stable 33.2	decreased 14.6
c) efficiency of structures and methodology of central admin	efficient 31.3	satisfactory 64.6	inefficient 4.2
d) change of degree of efficiency since 1968	increased 56.2	been stable 41.6	decreased 2.1

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* 1 = very significant increase, 2 = significant increase, 3 = slight increase, 4 = little change, 5 = slight decrease, 6 = significant decrease, 7 = very significant decrease,

Statistical Summary of opinions by countries: the Netherlands

1. Speed of decision-making	increase	been stable	decrease
Annual budget	3.1	15.6	81.2
Staff appointments	3.1	25.	71.8
Course planning	3.1	25.	71.8
Building development	3.1	31.2	65.6

2. Processes	1	2	3	4	5	6	7[+]
Informal activities	12.5	12.5	18.7	15.6	25.6	6.2	9.4
Time for decisions	18.7	50.	9.4	12.5	9.4	-	-
Speed of decision-making	3.1	9.4	12.5	15.6	12.5	46.8	-
Harmony of relationship between management and personnel	3.1	9.4	31.2	34.4	9.4	3.1	-
Stability of decisions	6.2	6.2	31.2	28.1	9.4	12.5	6.2
Continuity of experience of people taking decisions	3.1	6.2	28.1	9.4	28.1	21.8	3.1

3. Integration of effects	yes	no
a) Are effects integrated in decision process	81.2	18.7
b) Constitutionally	71.8	28.1
c) Administratively	46.5	53.1

4. Objectives	efficient	satisfactory	inefficient
a) Degree of efficiency of decision-taking structures	15.6	65.6	18.7
b) Change since 1968	increased	been stable	decreased
	43.7	53.1	3.1

+ 1 = very significant increase, 2 = significant increase, 3 = slight increase, 4 = little change, 5 = slight decrease, 6 = significant decrease, 7 = very significant decrease,

5. Participation			
a) Increase of participation	yes 93.8	no 6.2	
b) Reasons for increase	legislation 71.8	negotiations by personnel 25.	negotiation by institution 3.1
c) Importance of change of participation	most significant change since 1968 34.4	on of several major changes 65.6	relative minor change -
d) Change of motivation to participate	increased 31.2	been stable 40.6	decreased 28.1

6. Administration			
a) Proportion of annual budget	too high 28.1	sufficient 46.8	too low 25.
b) change of that proportion	increased 56.2	been stable 21.9	decreased 21.9
c) efficiency of structures and methodology of central admin	efficient 37.5	satisfactory 59.4	inefficient 3.1
d) change of degree of efficiency since 1968	increased 25.	been stable 71.4	decreased 3.1

Statistical Summary of opinions by countries: Austria

1. Speed of decision-making	increase	been stable	decrease
Annual budget	7.5	20.	72.5
Staff appointments	7.5	22.5	70.
Course planning	-	77.5	22.5
Building development	-	57.5	42.5

2. Processes	1	2	3	4	5	6	7
Informal activities	12.5	20.	45.	20.	2.5	-	-
Time for decisions	-	37.5	40.	12.5	10.	-	-
Speed of decision-making	-	-	25.	27.5	45.	2.5	-
Harmony of relationship between management and personnel	2.5	22.5	37.5	17.5	7.5	2.5	-
Stability of decisions	2.5	5.	42.5	30.	17.5	2.5	-
Continuity of experience of people taking decisions	-	10.	55.	20.	12.5	2.5	-

3. Integration of effects	yes	no
a) Are effects integrated in decision process	72.5	27.5
b) Constitutionally	45.	55.
c) Administratively	40.	60.

4. Objectives	efficient	satisfactory	inefficient
a) Degree of efficiency of decision-taking structures	55.	40.	5.
b) Change since 1968	increased	been stable	decreased
	67.5	45.	7.5

5. Participation			
a) Increase of participation	yes 100	no 50	
b) Reasons for increase	legislation	negotiations by personnel	negotiation by institution
	50.	45.	5.
c) Importance of change of participation	most significant change since 1968	on of several major changes	relative minor change
	57.5	42.4	-
d) Change of motivation to participate	increased	been stable	decreased
	62.5	30.	2.5

6. Administration			
a) Proportion of annual budget	too high	sufficient	too low
	7.5	55.	37.5
b) change of that proportion	increased	been stable	decreased
	55.	22.5	22.5
c) efficiency of structures and methodology of central admin	efficient	satisfactory	inefficient
	47.5	52.5	-
d) change of degree of efficiency since 1968	increased	been stable	decreased
	65.	35.	-

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+ 1 = very significant increase, 2 = significant increase, 3 = slight increase, 4 = little change, 5 = slight decrease, 6 = significant decrease, 7 = very significant decrease.

Statistical Summary of Opinions by Functions: Heads of Institution

1. Speed of decision-making	increase	been stable	decrease
Annual budget	13.3	20.	66.6
Staff appointments	13.3	13.3	73.3
Course planning	10.	60.	20.
Building development	13.3	33.3	53.3

2. Processes	1	2	3	4	5	6	7[1]
Informal activities	6.6	13.3	33.3	26.6	6.6	6.6	6.6
Time for decisions	6.6	46.6	26.6	13.3	-	-	-
Speed of decision-making	-	-	20.	46.6	26.6	6.6	-
Harmony of relationship between management and personnel	-	13.3	46.6	40.	-	-	-
Stability of decisions	-	13.3	46.6	13.3	6.6	6.6	-
Continuity of experience of people taking decisions	13.3	13.3	33.3	6.6	20.	13.3	-

3. Integration of effects	yes	no
a) Are effects integrated in decision process	73.3	26.6
b) Constitutionally	73.3	26.6
c) Administratively	40.	60.

4. Objectives	efficient	satisfactory	inefficient
a) Degree of efficiency of decision-taking structures	40.	60.	-
b) Change since 1968	increased	been stable	decreased
	60.	33.3	6.6

[1] 1 = very significant increase, 2 = significant increase, 3 = slight increase, 4 = little change, 5 = slight decrease, 6 = significant decrease, 7 = very significant decrease,

5. Participation			
a) Increase of participation	yes	no	
	100	-	
b) Reasons for increase	legislation	negotiations by personnel	negotiation by institution
	80	13.3	6.6
c) Importance of change of participation	most significant change since 1968	on of several major changes	relative minor change
	33.3	66.6	-
d) Change of motivation to participate	increased	been stable	decreased
	40.	46.6	13.3

6. Administration			
a) Proportion of annual budget	too high	sufficient	too low
	6.6	73.3	20.
b) change of that proportion	increased	been stable	decreased
	53.3	40.	6.6
c) efficiency of structures and methodology of central admin	efficient	satisfactory	inefficient
	33.3	66.6	-
d) change of degree of efficiency since 1968	increased	been stable	decreased
	73.3	26.6	-

Statistical Summary of Opinions by Functions: Heads of Administration

1. Speed of decision-making	increase	been stable	decrease
Annual budget	13.3	33.3	53.3
Staff appointments	20.	20.	60.
Course planning	6.6	40.	53.3
Building development	-	60.	40.

2. Processes	1	2	3	4	5	6	7+
Informal activities	13.3	53.3	13.3	13.3	6.6	-	-
Time for decisions	6.6	53.3	13.3	26.6	-	-	-
Speed of decision-making	-	13.3	33.3	26.6	10.	6.6	-
Harmony of relationship between management and personnel	-	20.	13.3	53.3	6.6	-	6.6
Stability of decisions	-	13.3	60.	6.6	13.3	6.6	-
Continuity of experience of people taking decisions	-	13.3	60.	6.6	13.3	6.6	-

3. Integration of effects	yes	no
a) Are effects integrated in decision process	73.3	26.6
b) Constitutionally	66.6	33.33
c) Administratively	66.6	33.33

4. Objectives	efficient	satisfactory	inefficient
a) Degree of efficiency of decision-taking structures	33.3	60.	6.6
b) Change since 1968	increased	been stable	decreased
	60.	33.3	6.6

5. Participation			
a) Increase of participation	yes	no	
	100	-	
b) Reasons for increase	legislation	negotiations by personnel	negotiation by institution
	86.7	6.6	6.6
c) Importance of change of participation	most significant change since 1968	on of several major changes	relative minor change
	20.	80.	-
d) Change of motivation to participate	increased	been stable	decreased
	40.	46.6	13.3

6. Administration			
a) Proportion of annual budget	too high	sufficient	too low
	-	40.	60.
b) change of that proportion	increased	been stable	decreased
	46.6	33.3	20.
c) efficiency of structures and methodology of central admin	efficient	satisfactory	inefficient
	40.	60.	-
d) change of degree of efficiency since 1968	increased	been stable	decreased
	53.3	46.6	-

+ 1 = very significant increase, 2 = significant increase, 3 = slight increase, 4 = little change, 5 = slight decrease, 6 = significant decrease, 7 = very significant decrease,

Statistical Summary of Opinions by Functions: Chiefs of Finance

1. Speed of decision-making	increase	been stable	decrease
Annual budget	13.3	13.3	-
Staff appointments	-	40.	60.
Course planning	6.6	66.6	26.6
Building development	-	60.	40.

2. Processes	1	2	3	4	5	6	7+
Informal activities	66.	13.3	66.6	-	13.3	-	-
Time for decisions	66.	33.3	40.	20.	-	6.6	-
Speed of decision-making	6.6	6.6	26.6	26.6	26.6	13.3	-
Harmony of relationship between management and personnel	-	20.	13.3	33.3	26.6	6.6	-
Stability of decisions	-	-	46.6	40.	13.3	-	-
Continuity of experience of people taking decisions	-	13.3	40.	13.3	26.6	6.6	-

3. Integration of effects	yes	no
a) Are effects integrated in decision process	73.3	26.6
b) Constitutionally	66.6	33.3
c) Administratively	66.6	33.3

4. Objectives	efficient	satisfactory	inefficient
a) Degree of efficiency of decision-taking structures	33.3	60.	6.6
b) Change since 1968	increased	been stable	decreased
	-	20.	6.6

+ 1 = very significant increase, 2 = significant increase, 3 = slight increase, 4 = little change, 5 = slight decrease, 6 = significant decrease, 7 = very significant decrease,

5. Participation			
a) Increase of participation	yes 100	no -	
b) Reasons for increase	legislation	negotiations by personnel	negotiation by institution
	73.3	20.	6.6
c) Importance of change of participation	most significant change since 1968	on of several major changes	relative minor change
	40.	60.	-
d) Change of motivation to participate	increased	been stable	decreased
	46.6	40.	13.3

6. Administration			
a) Proportion of annual budget	too high	sufficient	too low
	-	20.	80.
b) change of that proportion	increased	been stable	decreased
	46.6	33.3	20.
c) efficiency of structures and methodology of central admin	efficient	satisfactory	inefficient
	53.3	46.6	-
d) change of degree of efficiency since 1968	increased	been stable	decreased
	73.3	26.6	-

Statistical Summary of Opinions by Functions: Chiefs of Planning

1. Speed of decision-making	increase	been stable	decrease
Annual budget	13.3	13.3	73.3
Staff appointments	-	60.	40.
Course planning	-	53.3	46.6
Building development	6.6	20.	73.3

2. Processes	1	2	3	4	5	6	7+
Informal activities	13.3	6.6	33.3	40.	6.6	-	-
Time for decisions	-	46.6	46.6	6.6	-	-	-
Speed of decision-making	-	6.6	26.6	13.3	6.6	26.6	13.6
Harmony of relationship between management and personnel	-	20.	26.6	26.6	26.6	-	-
Stability of decisions	6.6	13.3	26.6	6.6	40.	-	-
Continuity of experience of people taking decisions	-	13.3	40.	6.6	26.6	13.3	-

3. Integration of effects	yes	no
a) Are effects integrated in decision process	80.	33.3
b) Constitutionally	73.3	26.6
c) Administratively	53.3	46.6

4. Objectives	efficient	satisfactory	inefficient
a) Degree of efficiency of decision-taking structures	26.6	73.3	-
b) Change since 1968	increased	been stable	decreased
	53.3	40.	6.6

5. Participation			
a) Increase of participation	yes	no	
	100	-	
b) Reasons for increase	legislation	negotiations by personnel	negotiations by institution
	73.3	20.	-
c) Importance of change of participation	most significant change since 1968	on of several major changes	relative minor change
	53.3	33.3	13.3
d) Change of motivation to participate	increased	been stable	decreased
	26.6	20.	53.3

6. Administration			
a) Proportion of annual budget	too high	sufficient	too low
	6.6	20.	73.3
b) change of that proportion	increased	been stable	decreased
	26.6	33.3	20.
c) efficiency of structures and methodology of central admin	efficient	satisfactory	inefficient
	26.6	73.3	-
d) change of degree of efficiency since 1968	increased	been stable	decreased
	60.	40.	-

+ 1 = very significant increase, 2 = significant increase, 3 = slight increase, 4 = little change, 5 = slight decrease, 6 = significant decrease, 7 = very significant decrease,

Statistical Summary of Opinions by Functions/ Professors

1. Speed of decision-making	increase	been stable	decrease
Annual budget	13.3	40.	46.6
Staff appointments	13.3	33.3	33.3
Course planning	13.3	33.3	33.3
Building development			

2. Processes	1	2	3	4	5	6	7+
Informal activities	6.6	40.	13.3	26.6	6.6	-	6.6
Time for decisions	6.6	20.	33.3	6.6	6.6	6.6	-
Speed of decision-making	20.	46.6	6.6	6.6	20.	-	-
Harmony of relationship between management and personnel	-	13.3	46.6	26.6	13.3	-	-
Stability of decisions	-	13.3	26.6	26.6	13.3	20.	-
Continuity of experience of people taking decisions	-	20.	26.6	26.6	20.	6.6	6.6

3. Integration of effects	yes	no
a) Are effects integrated in decision process	100	-
b) Constitutionally	73.3	26.6
c) Administratively	40.	60.

4. Objectives	efficient	satisfactory	inefficient
a) Degree of efficiency of decision-taking structures	40.	40.	20.
b) Change since 1968	increased	been stable	decreased
	53.3	40.	6.6

+ 1 = very significant increase, 2 = significant increase, 3 = slight increase, 4 = little change, 5 = slight decrease, 6 = significant decrease, 7 = very significant decrease,

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5. Participation			
a) Increase of participation	yes 80.	no 20.	
b) Reasons for increase	legislation	negotiations by personnel	negotiation by institution
	66.6	33.3	-
c) Importance of change of participation	most significant change since 1968	on of several major changes	relative minor change
	46.6	46.6	6.6
d) Change of motivation to participate	increased	been stable	decreased
	6.6	86.7	6.6

6. Administration			
a) Proportion of annual budget	too high	sufficient	too low
	46.6	46.6	6.6
b) change of that proportion	increased	been stable	decreased
	60.	20.	20.
c) efficiency of structures and methodology of central admin	efficient	satisfactory	inefficient
	66.6	26.6	6.6
d) change of degree of efficiency since 1968	increased	been stable	decreased
	33.3	60.	6.6

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Statistical Summary of Opinions by Functions: Lecturers

1. Speed of decision-making	increase	been stable	decrease
Annual budget	-	46.6	53.3
Staff appointments	6.6	40.	53.3
Course planning	6.6	60.	33.3
Building development			

2. Processes	1	2	3	4	5	6	7[+]
Informal activities	6.6	26.6	33.3	20.	6.6	-	6.6
Time for decisions	6.6	26.6	46.6	13.3	6.6	-	-
Speed of decision-making	-	6.6	40.	20.	6.6	26.6	-
Harmony of relationship between management and personnel	-	6.6	40.	40.	13.3	-	-
Stability of decisions	6.6	13.3	33.3	6.6	20.	20.	-
Continuity of experience of people taking decisions	-	26.6	26.6	20.	6.6	6.6	13.3

3. Integration of effects	yes	no
a) Are effects integrated in decision process	80.	20.
b) Constitutionally	80.	20.
c) Administratively	33.3	66.6

4. Objectives	efficient	satisfactory	inefficient
a) Degree of efficiency of decision-taking structures	33.3	40.	26.6
b) Change since 1968	increased	been stable	decreased
	40.	53.3	6.6

5. Participation			
a) Increase of participation	yes	no	
	73.3	26.6	
b) Reasons for increase	legislation	negotiations by personnel	negotiation by institution
	73.3	26.6	-
c) Importance of change of participation	most significant change since 1968	one of several major changes	relative minor change
	60.	40.	-
d) Change of motivation to participate	increased	been stable	decreased
	6.6	80.	13.3

6. Administration			
a) Proportion of annual budget	too high	sufficient	too low
	33.3	66.6	-
b) change of that proportion	increased	been stable	decreased
	46.6	40.	13.3
c) efficiency of structures and methodology of central admin	efficient	satisfactory	inefficient
	53.3	46.6	-
d) change of degree of efficiency since 1968	increased	been stable	decreased
	46.6	53.3	-

[+] 1 = very significant increase, 2 = significant increase, 3 = slight increase, 4 = little change, 5 = slight decrease, 6 = significant decrease, 7 = very significant decrease,

Statistical Summary of Opinions by Functions: Students

1. Speed of decision-making	increase	been stable	decrease
Annual budget	20.	6.6	73.3
Staff appointments	6.6	13.3	80.
Course planning	13.3	53.3	33.3
Building development	-	-	-

2. Processes	1	2	3	4	5	6	7*
Informal activities	20.	26.6	33.3	13.3	6.6	-	-
Time for decisions	6.6	26.6	46.6	13.3	6.6	-	-
Speed of decision-making	6.6	6.6	40.	20.	6.6	26.6	-
Harmony of relationship between management and personnel	-	20.	33.3	13.3	13.3	20.	-
Stability of decisions	-	26.6	20.	33.3	6.6	6.6	6.6
Continuity of experience of people taking decisions	-	6.6	53.3	13.3	26.6	-	-

3. Integration of effects	yes	no
a) Are effects integrated in decision process	66.6	33.3
b) Constitutionally	46.6	53.3
c) Administratively	46.6	53.3

4. Objectives	efficient	satisfactory	inefficient
a) Degree of efficiency of decision-taking structures	26.6	33.3	6.6
b) Change since 1968	increased	been stable	decreased
	40.	46.6	13.3

5. Participation			
a) Increase of participation	yes 72.3	no 26.6	
b) Reasons for increase	legislation	negotiations by personnel	negotiation by institution
	73.3	26.6	-
c) Importance of change of participation	most significant change since 1968	on of several major changes	relative minor change
	53.3	46.6	-
d) Change of motivation to participate	increased	been stable	decreased
	40.	40.	20.

6. Administration			
a) Proportion of annual budget	too high	sufficient	too low
	6.6	80.	13.3
b) change of that proportion	increased	been stable	decreased
	60.	20.	20.
c) efficiency of structures and methodology of central admin	efficient	satisfactory	inefficient
	33.3	66.6	-
d) change of degree of efficiency since 1968	increased	been stable	decreased
	40.	60.	-

* 1 = very significant increase, 2 = significant increase, 3 = slight increase, 4 = little change, 5 = slight decrease, 6 = significant decrease, 7 = very significant decrease,

Statistical summary of opinions by Functions: Auxiliary Staff

1. Speed of decision-making	increase	been stable	decrease
Annual budget	-	26.6	73.3
Staff appointments	-	26.6	73.3
Course planning	6.6	33.3	60.
Building development	6.6	26.6	66.6

2. Processes	1	2	3	4	5	6	7+
Informal activities	-	6.6	66.6	6.6	13.3	6.6	-
Time for decisions	6.6	6.6	46.6	13.3	20.	-	-
Speed of decision-making	-	6.6	20.	6.6	26.6	26.6	13.3
Harmony of relationship between management and personnel	-	6.6	20.	46.6	13.6	13.3	-
Stability of decisions	-	6.6	20.	53.3	20.	-	-
Continuity of experience of people taking decisions	-	6.6	60.	13.3	20.	-	-

3. Integration of effects	yes	no
a) Are effects integrated in decision process	60.	40.
b) Constitutionally	66.6	33.3
c) Administratively	33.3	66.6

4. Objectives	efficient	satisfactory	inefficient
a) Degree of efficiency of decision-taking structures	20.	40.	40.
b) Change since 1968	increased 20.	been stable 80.	decreased -

5. Participation			
a) Increase of participation	yes 73.3	no 26.6	
b) Reasons for increase	legislation 73.3	negotiations by personnel 26.6	negotiation by institution -
c) Importance of change of participation	most significant change since 1968 26.6	on of several major changes 66.6	relative minor change 6.6
d) Change of motivation to participate	increased 33.3	been stable 46.6	decreased 20.

6. Administration			
a) Proportion of annual budget	too high 33.3	sufficient 60.	too low 6.6
b) change of that proportion	increased 40.	been stable 53.3	decreased 6.6
c) efficiency of structures and methodology of central admin	efficient -	satisfactory 86.7	inefficient 13.3
d) change of degree of efficiency since 1968	increased 26.6	been stable 66.6	decreased 6.6

+ 1 = very significant increase, 2 = significant increase, 3 = slight increase, 4 = little change, 5 = slight decrease, 6 = significant decrease, 7 = very significant decrease,